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ABSTRACT

Between 1965 and 1976 more than 700 rural leaders participated in one of four statewide public affairs leadership development programs conducted by educational institutions in Pennsylvania, California, Michigan, and Montana. The W.K. Kellogg Foundation provided over $4 million in financial assistance. The programs were designed to: increase participation in public affairs by men and women from rural areas; improve problem-solving and leadership skills of participants; and encourage sponsoring educational institutions to expand extension programs in public affairs education and rural leadership development. Four case studies show how these programs affected participants and the involved institutions. Four major findings are reflected: (1) statewide public affairs leadership development programs that were at least two years in length increased involvement of many program graduates in related public affairs activities; (2) statewide public affairs leadership development programs which focused on analysis of national and international public issues increased involvement of many program graduates in public affairs activities that were at least regional in scope; (3) statewide public affairs leadership development programs increased leadership and problem-solving skills of program graduates; and (4) educational institutions involved in conducting statewide public affairs leadership programs expanded their extension programming in public affairs education and leadership development. An executive summary concludes the document. (BRR)

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DEVELOPMENT OF RURAL LEADERSHIP:

Problems, Procedures, and Insights

Summary of an Impact Assessment
of Public Affairs Leadership Programs

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Development of Rural Leadership:

Problems, Procedures, and Insights

A review and analysis of four public affairs leadership development projects funded by the W. K. Kellogg Foundation in response to a national need for trained rural leaders capable of analyzing major, multifaceted, and often highly controversial issues.

Development of Rural Leadership:

Problems, Procedures, and Insights

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ANNABEL KIRSCHNER COOK

Summary of an Impact Assessment of Public Affairs Leadership Programs Conducted in California, Michigan, Montana, and Pennsylvania

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INTRODUCTION

Between 1965 and 1976, more than 700 rural leaders participated in one of four statewide public affairs leadership development programs. These programs were conducted by educational institutions in Pennsylvania, California, Michigan, and Montana. The W. K. Kellogg Foundation provided over $4 million in financial assistance. The programs were designed to: increase participation in public affairs by men and women from rural areas; improve problem-solving and leadership skills of participants; and encourage sponsoring educational institutions to expand their extension programs in the areas of public affairs education and rural leadership developent. The question that concerned educational policymakers and led to and guided this study was: How did these programs affect the participants and the involved institutions?

This summary booklet is organized around four case studies. Chapter I provides an analytical review of both past and current assessments of the four statewide leadership development programs. Chapters II through V discuss the programs and findings of the projects conducted in Pennsylvania, California, Michigan, and Montana. The final chapter (VI) presents the results of a multivariate analysis of the outcomes and includes a discussion of the lessons learned as a result of conducting the study.

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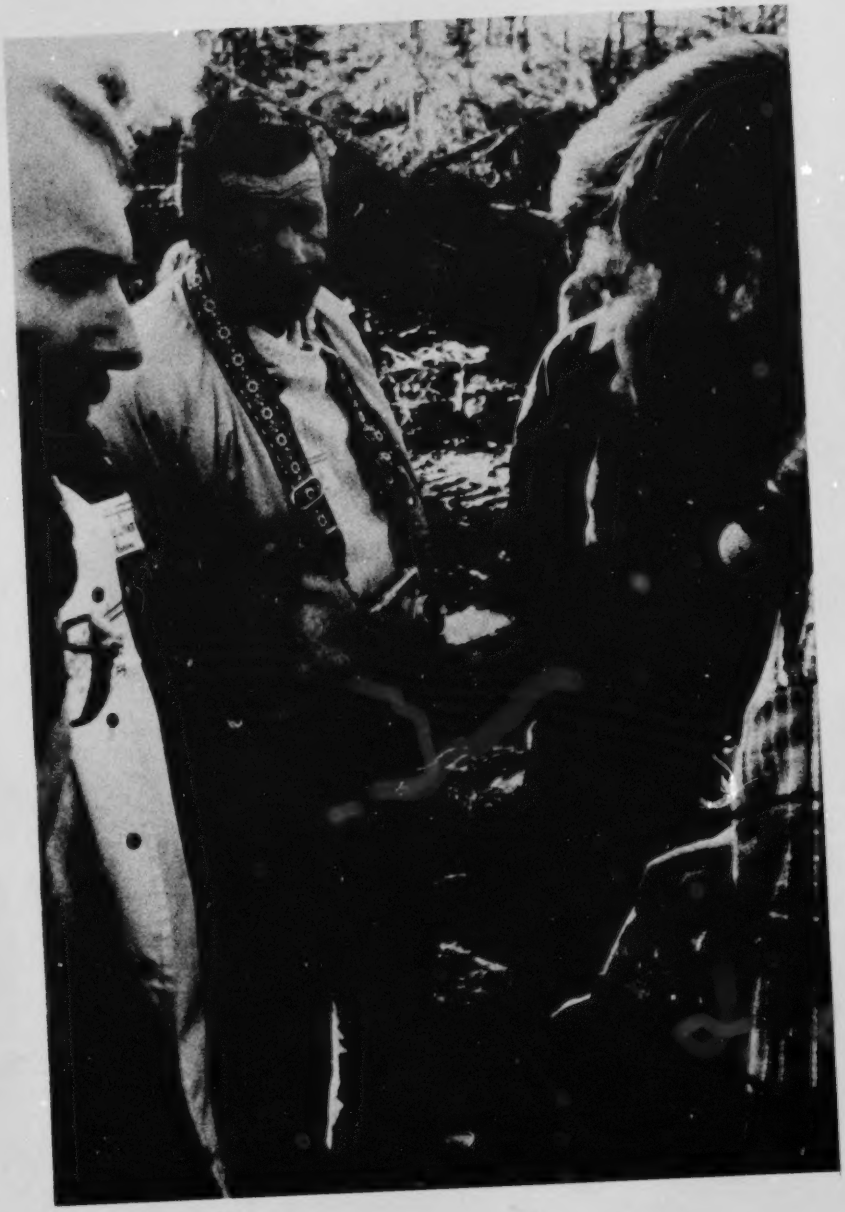

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Chapter I

Programs and Assessments

Overview of the Programs

The first pilot effort began in 1965 when the Kellogg Foundation provided Michigan State University's College of Agriculture with a five-year grant to organize a leadership development program for Michigan farmers (Miller, 1976). The participants were successful farm businessmen. In 1970, similar endeavors were funded in California and Pennsylvania. The California program included persons in agricultural-related occupations and professions, while the Pennsylvania program was expanded to include other professionals, homemakers, and persons in rural nonfarm businesses (Howell, 1974:12). In 1971, the Montana State University Cooperative Extension Service began a leadership development program for men and women from throughout the state (Quenemoen, 1973).

Although the programs were established separately, they shared several common elements. For example, each program consisted of workshops and travel seminars aimed at providing participants with an understanding of the social, economic, cultural, and political dimensions of public problems and the ways in which public policy is developed and group action is initiated. The two- and three-year programs focused on the national and international aspects of public problems. Specific workshops and seminars were designed to develop individual and group communication skills, sharpen problem-solving skills, and increase knowledge of governmental processes. Increased motivation for future learning was stressed.

Table 1.1 presents a summary of each program's characteristics, including the number of groups in each state, the number of participants in each group, and the years of program operation.[1]

[1]Because of the difference in program structure and purpose, we have not included the regional or county-based public affairs leadership development programs and the public affairs forums conducted in Pennsylvania; the group communications and tribal leaders workshop programs and the public affairs forum series conducted in Montana; and the county-based public affairs leadership programs in Michigan.

Table 1.1 Leadership Development Program Characteristics

State	Group or Class No.	Program Length in Days[a]	Participants Completing Program	Broadest Level of Emphasis	Years of Program Operation		
Pennsylvania	I	20	33	State	1971		
	I	65	31	International	1971	1972	1973
	II	20	65	State	1972		
	II	65	32	International	1972	1973	1974
	III	20	71	State	1973		
	III	65	31	International	1973	1974	1975
	IV	30	50	National	1974	1975	
	V	30	44	National	1975	1976	
California	I	90	29	International	1971	1972	1973
	II	100	30	International	1972	1973	1974
	III	94	30	International	1973	1974	1975
	IV	79	30	International	1974	1975	
	V	81	30	International	1975	1976	
Montana	I	67	25	International	1971	1972	1973
	II	67	26	International	1972	1973	1974
	III	72	29	International	1973	1974	1975
Michigan	I	123	30	International	1965	1966	1967
	II	123	30	International	1966	1967	1968
	III	123	30	International	1967	1968	1969
	IV	123	30	International	1968	1969	1970
	V	123	30	International	1969	1970	1971
Total	21 groups		736 participants				

[a]Days are reported in average length per group when exact number of days was not available.

Previous Assessment Efforts

Before 1976, only limited evaluations of some of the programs were conducted. In Michigan, participants were tested for changes in knowledge and attitudes using a pretest-posttest, nonequivalent control group design (Rothert, 1969). Both before and after the programs, critical thinking ability and open-mindedness were found to be associated with higher levels of education; but after the program, there were greater gains in these variables for persons with lower levels of education. On the average, reading comprehension was found to increase slightly for persons who participated in the Michigan programs. Finally, Rothert found that participants improved their ability to identify realistic solutions to farm policy problems.

The only other assessment of the Michigan programs was published as *The Kellogg Farmers Study Program: An Experience in Rural Leadership Development* (Miller, 1976). Miller based his evaluation of program impact primarily upon the participants' reports of their experience. He considered how the programs affected participants' life-styles and self-evaluations. He also discussed the extent to which the programs led to involvement in new community roles; improved decision-making ability and communication skills; and encouraged a greater commitment to agriculture, education, and family. Nearly all of these self-reports were positive.

Before the present study, the most systematic evaluation of one of the four Kellogg Foundation-assisted leadership development programs was conducted in Pennsylvania (Howell and Wilkinson, 1977; Martin, 1977). Extensive pre- and postprogram data about political participation and involvement in leadership roles was obtained from participants at the time of program entry, immediately after program completion, and two years after graduation. After the initial groups began their training, a nonequivalent comparison group was identified and similar information was elicited from its members. This use of a comparison group enabled the researchers to investigate more thoroughly the effects of the initiative.

Howell and Wilkinson (1977) found that participants in the three-year Pennsylvania program groups had statistically significant gain scores on several dimensions of participation in public affairs-related organizations and economic associations, such as organizational memberships and officerships, relative to persons in the comparison group. In addition, the researchers identified a trend away from participation in nongovernment-affiliated voluntary public service organizations and toward greater involvement in organizations with legislated authority to act on behalf of the community.

Martin (1977) compared gain scores of participants in the three-year Pennsylvania program groups and members of the comparison group. He found that all three program groups showed statistically significant increases in political participation and one group showed statistically significant increases in memberships in instrumental organizations, relative to the comparison group. Martin also examined the effects of socioeconomic status, age, and sex to determine whether they produced different effects for the three program groups than for the comparison group. The

effect of socioeconomic status on the political participation variable was inconsistent, in that two program groups showed positive relationships between these variables and one group showed a negative relationship. Age and sex were not found to be significantly related to either political participation or memberships in instrumental organizations.

The major difference between Martin's work and that of Howell and Wilkinson was that Martin used a posttest administered to the Pennsylvania program group members immediately after completing the program, while Howell and Wilkinson used a posttest that was administered two years after program completion. Also, unlike Howell and Wilkinson, Martin combined different types of public affairs-related organizations and economic associations into one measure of participation in instrumental organizations, and investigated how the program affected persons with different personal characteristics.

In Montana, program evaluators used the self-reports of one group of program graduates to assess the effects of the program (Giebink, 1975). The findings of this analysis were similar to Miller's findings. Participants stated that the program had made a large difference in their lives. They were generally favorable about the effort, reporting that it improved their self-confidence, leadership skills, and knowledge of public issues. This survey also identified a limited number of unintended effects of the program, such as strain and tension in the family.[2]

Formal assessment efforts were not conducted for the California program. Yearly program summaries and brochures, however, have reported the continuing success of the program in recruiting agricultural leaders and securing private funding (California Agricultural Leadership Program Travel Reports, 1973-1975; California Agricultural Leadership Program Annual Report, 1974-1975).

Current Assessment Efforts

In 1976, officials of the W. K. Kellogg Foundation sponsored a meeting between project managers of the leadership development program and representatives of the participating educational institutions. At that meeting, it was decided that a comparative evalu-

[2]Additional efforts planned by researchers evaluating the Montana program include a pretest-posttest design which in part uses measures similar to those developed in Pennsylvania and for this study. To date, the results have not been published.

ation of the four programs should be undertaken. Other states were interested in conducting similar programs and the Foundation did not want to extensively disseminate information about the experimental programs until a comprehensive, contrastive study of the four programs had been conducted. Therefore, the Kellogg Foundation awarded a contract to Washington State University researchers to evaluate the four programs, and an advisory committee was then formed to provide general guidelines to the researchers.

The advisory committee met with the Washington State University researchers to define common program goals, associated research questions, and procedures for conducting the evaluation. Their meeting resulted in the establishment of the following goals and associated research questions:

Goal 1: *Increase participation in public affairs activities on the part of young men and women from rural areas who show potential for leadership.*

Question 1.1: Do the program participants become more involved in public affairs activities?

Question 1.2: Do persons having participated in those programs with national and international emphases become more involved in public affairs activities at regional or higher levels than persons who received training with primarily a local emphasis?

Goal 2: *Improve problem-solving and leadership skills of farmers and persons residing in rural areas.*

Question 2.1: To what extent do participants express that their leadership and problem-solving skills have been improved?

Goal 3: *Expand extension programming at land grant universities in the areas of public affairs education and rural leadership development.*

Question 3.1: Have new educational programs been developed and have resources been expanded in the areas of public affairs education and rural leadership development within the educational institutions represented?

After considering alternative methods to evaluate the extent to which these goals were achieved, the advisory committee decided

that the best approach was to analyze the data from each state separately, using similar methods of analysis and the most rigorous controls possible. This decision determined the form of the present study, which consists of four case studies, followed by a comparative analysis to identify similar effects of the programs among the four states.

The primary purpose of this study was to determine if the previously described goals were achieved by the leadership development programs. Because of limited preprogram data, direct indicators of leadership development, such as performance in leadership roles, were not used. However, "proxy" measures of leadership development were employed to identify changes in respondents' involvement in positions in which leadership roles could be performed. These proxy measures were participation in government public service organizations and in voluntary associations which attempt to bring about change or maintain some desired conditions in society.

Program designers for each program wanted to change or enhance *knowledge, attitudes, skills,* and *behavior.* The pretest-posttest observations could only be used to assess *behavioral change* (i.e., change in participation in nonprofit organizations). Participant self-assessments were used to assess program effects upon knowledge, attitudes, and skills.

Data used in this study were collected from several sources. In each state, preprogram data on organizational affiliations were gathered from participants as they either applied for or entered the program. The postprogram data on organizational affiliations were obtained through the four-state assessment study questionnaire or, in the case of some Pennsylvania groups, from an earlier survey. Similar data for the Pennsylvania comparison group were also collected from earlier surveys. All other information about the respondents, including other measures of leadership behavior, self-assessments of program effects, recommendations to program administrators, and personal characteristics, were collected through the four-state assessment study questionnaire or through another postprogram survey conducted in Pennsylvania. These data were augmented by project managers' reports, which were made in response to a common set of questions about the impact of each program on the participating educational institutions.

In this study three types of research designs were used, as outlined by Campbell and Stanley (1963), to assess changes in program

graduates. For the Pennsylvania case study, a modified form of the Nonequivalent Control Group Design was used. This design has been classified as quasi-experimental because a comparison group can be used when interpreting the study results. A One-Group Pretest-Posttest Design, classified as a preexperimental research plan, was used for the data analysis in the California, Montana, and Michigan case studies. For data analysis of all four programs, a postprogram design known as a One Shot Case Study (Campbell and Stanley, 1963: 6-13) was used. As part of that study, also preexperimental in nature, participants were encouraged to assess the leadership development programs' impacts upon different aspects of their lives and to make recommendations to prospective program administrators and designers.

Rather than testing formally stated hypotheses, the overall assessment study attempted to determine the extent to which common program goals were attained. The research questions served as the link between program goals and the empirical investigation.

Limitations and Strengths of the Current Assessment Study

In evaluation research it is rarely possible to use ideal experimental designs, where subjects are randomly drawn from some population and randomly assigned to treatment and control groups. Such ideal designs permit the researchers to generalize results to a larger population because they rule out most rival explanations or threats to the study's validity.

The four-state impact assessment study was initiated after all of the training cycles were completed. Random selection from a larger population to the program groups did not occur, and applicants were not randomly assigned to program and control groups. Thus, the validity of study is subject to some debate, as described by Campbell and Stanley (1963). For these reasons, the study is more properly called an "impact assessment" rather than an "evaluation."

Program participants were selected for their demonstrated leadership capabilities and potential for change. In addition, the fact that they applied for one of the programs indicates that they were interested in public affairs, agricultural affairs, or both. We have assumed that in all four states there was a larger population of people who had characteristics similar to the program participants, and that there were people in other states who had the same

demonstrated leadership capabilities and potential for change. Thus, although only a small percentage of the population which could have qualified for the programs has been studied, the findings may be generalized to a larger population.

Caution has to be observed in interpreting this assessment as a single set of findings. As discussed earlier, participant selection was conducted differently in each of the states. The effects of this differential selection were large enough to warrant separate consideration of the findings. Differential selection was considered to be a strength of the study, however, because four state comparisons could be made to investigate the presence of similar patterns of program effects upon different types of participant groups.

Because of data limitations and the impreciseness of the term "leadership" as a theoretical construct, it was not possible to determine fully how the programs affected their participants' leadership qualitis. Instead, several measurable changes in behavior were identified as indicating growth in leadership capabilities. Changes in participation in government public service organizations and voluntary associations — about which reliable pre- and postprogram data was available — formed the basis of this study. Participants' assessments of the program's effects upon their knowledge, attitudes, and skills were used in a supplementary manner. In addition, supplementary information was collected on the development and implementation of related educational programs at the sponsoring institutions, following the Kellogg Foundation-assisted programs.

The strength of the study lies in the fact that patterns of change were examined that occurred among different types of participant groups which ranged from all male farmers to mixed groups consisting of persons representing many occupations and residential backgrounds. In addition, the programs were conducted in four different states. The common denominator was that the program participants had demonstrated leadership capabilities and potential for change, and they were exposed to similar educational programs. Although there were some weaknesses in the study design, as noted earlier, comparing patterns of program results among four states allows the reader to make more accurate predictions about what can be expected from future programs of this type. It is also possible to use the documented experiences about these programs to create better leadership development programs in the future.

Chapter II

The Public Affairs Leadership Program

Pennsylvania State University
University Park

The Public Affairs Leadership Program at Pennsylvania State University (PSU) began in 1970 as a special educational program in public affairs for leaders in rural Pennsylvania. Several related issues motivated the organizers of the program, who were faculty in the Department of Agricultural Economics and Rural Sociology at PSU.

Rural areas in Pennsylvania were experiencing changes that raised new and crucial policy questions for government and citizens' groups. With the largest rural population of any state in the nation, Pennsylvania also had the most residents leaving the state during the 1960s, the majority of them from the rural areas. In contrast, some rural areas were facing rapid growth due to the movement of people from the cities to the countryside, which was partially caused by the increasing popularity of second home ownership. The leaders in these rural areas were faced with complex problems relating to the economic and social changes associated with population growth and decline. Furthermore, rural people, like other American citizens, faced difficult contemporary problems such as inflation and environmental pollution.

As the leadership program organizers recognized, understanding current issues required knowledge and skills that were not part of the background of most rural people. Therefore, farmers and other rural citizens could not be as effective as they might be in guiding future farm and rural development and in resolving state, national, and international issues of importance to everyone. The Public Affairs Leadership Program was an attempt to help Pennsylvania rural leaders deal more effectively with complex public problems.

Program Operation

The Public Affairs Leadership Program was developed and coordinated by extension and resident faculty in the Department of Agricultural Economics and Rural Sociology at PSU. The program operated as part of the Department's Community Affairs Extension Section. A full-time project director managed the day-to-day operations and was responsible for overall program development and curriculum design. As shown in Figure 2.1, the program included several dimensions — a statewide workshop, regional workshops, and a public affairs forum — each of which had its own faculty coordinator who served in a liaison role between the participants and PSU, and who took the leadership for program organization. In this assessment, only the statewide workshop programs have been studied.

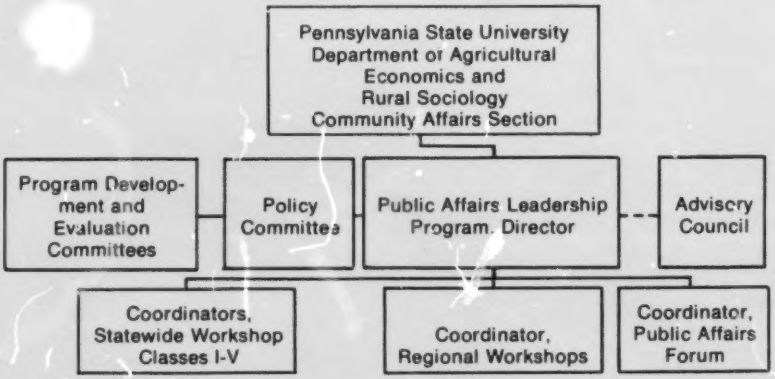

Figure 2.1 The Public Affairs Leadership Program Organization

Two types of advisory groups advised the project staff about the development of the educational program. A policy committee was responsible for overall program policy, including selection procedures, curriculum and long-range program development. It consisted of the chairmen of the Department of Agricultural Economics and Rural Sociology and the Community Affairs Ex-

tension Section, the state leader for Community Development Extension programs, the assistant director for educational programs within the Cooperative Extension Service, several faculty members in the Department of Agricultural Economics and Rural Sociology, a community resource development area extension agent, a county extension agent, and the program director.

The policy committee received assistance from program development and evaluation committees. These committees consisted of faculty who were specialists in the areas being studied, and who were responsible for developing the curriculum and for recommending resource persons. The policy committee reviewed all recommendations before advising the project director and the respective group coordinators about the design of a specific segment of the educational program. It usually met each month during the program development stages of the Public Affairs Leadership Program.

In addition to the leaders of major farm organizations, the advisory council included representatives of the following groups: local government associations, the state chamber of commerce, the bar association, the planning association, and other persons who had an interest in improving the quality of rural life. Advisory council members provided counsel regarding curriculum development matters, suggested the names of resource persons in specific areas, helped establish selection policies and procedures, served on selection committees, and consulted with the program staff on topics and long-range program development matters. Members of the advisory council also served as the link between their organizations and the program and helped interpret the program to their membership and other rural people.

As shown in Table 2.1, five classes of participants were involved in statewide workshops. During the program's first phase, each class of up to 108 participants was divided into three regional groups. Over one year's time each regional group participated in 20 days of workshop instruction and travel seminars. After completing the one-year program, participants could apply for an additional two-year program, consisting of approximately 44 days of more advanced workshop instruction and travel seminars. Up to 36 persons were selected for each of the three extended two-year program groups. All statewide workshop participants received fellowship awards which covered the costs of instruction, meals,

lodging, and transportation during the seminars. Financial assistance was provided by a grant from the Kellogg Foundation.

Table 2.1 Number of Participants in the Public Affairs Leadership Program by Year and Class*

Class	1971	1972	1973	1974	1975	1976
I	64	36	31			
II		97	38	32		
III			102	35	31	
IV				61	50	
V					58	44
Total	64	133	171	128	139	44

*The program's first phase included classes I to III. The second phase included classes IV and V.

In 1974, funding for an additional two statewide workshop classes and for the other program elements shown in Figure 2.1 was provided by a second grant from the W. K. Kellogg Foundation. This second phase of the statewide workshop program included two educational programs that were each two years in length and consisted of 30 days of workshop instruction and travel seminars. Up to 72 participants were selected for each of these 24-month programs. Each class was divided into two regional groups in the first year and then met as a single group in the second year. Participants also received fellowship awards, but they contributed $100 each year toward the costs of instruction, meals, lodging, and transportation.

Goals and Educational Objectives

A general goal of the Public Affairs Leadership Program was to "further the development of local leadership so that a community could best solve its own problems" (Howell, 1974:1). It was hoped that many participants in the educational programs would be better prepared for leadership roles in public affairs-related organizations and in private organizations operating at local, state, and national levels. The program's focus was reflected through the following educational objectives as stated in the 1976 *Public Affairs Leadership Program Annual Report* (Howell, 1976:3).

1) To develop among participants an awareness and understanding of economic, social, and political forces which influence public decision-making in rural areas.

2) To develop participants' skills in identifying and analyzing public problems critically and objectively.

3) To increase participants' abilities in establishing priorities, assessing resources, and working effectively with public and private interests in solving public problems.

4) To increase among participants an understanding of community organizations, of the processes by which groups make decisions, and of the strategies by which these decisions are put into effect.

5) To help participants develop an understanding of the linkages between local communities and the metropolitan area, region, state, and nation; and how to maintain connections with supportive resources needed in community development.

6) To increase participants' understanding of important local, state, national, and international issues.

Selection Criteria and Procedures

Several criteria were used to guide the selection of candidates for the Public Affairs Leadership Program. As outlined in one of the program annual reports (Howell, 1972:6), candidates were expected to:

1) be approximately 25 to 42 years of age,

2) have potential for leadership, and

3) have a desire to take an active part in tackling rural problems.

The selection committee also tried to choose participants from a variety of occupations and locations. Applications were solicited and public affairs leadership program participants were selected in the following manner. Descriptive brochures requesting the names of nominees and inviting qualified persons to apply directly were distributed throughout the state. In addition, leaders who might have knowledge of potential candidates were asked to submit nominations. All nominees and persons requesting applications were invited to apply. They were required to complete an extensive application detailing information about self, family, organizational affiliations, and occupational history. Applicants were also asked to identify what they considered the three most critical public problems in their communities, and what they hoped to gain from the

program to help them achieve their goals relating to public affairs participation. Two letters of reference were requested.

The applications were reviewed by a screening committee composed of PSU faculty, and after initial screening, qualified applicants were personally interviewed by area community resource development agents with the Cooperative Extension Service. Following the interviews and receipt of the reference letters, a screening committee again reviewed all supporting information about the applicants, and identified the persons who they felt showed the greatest potential.

The screening committee's recommendations were given to a selection committee consisting of two program advisory council members and a university representative. This committee received all information about each candidate; and it chose the 36 persons who would be offered the fellowship awards and two alternates per group. A distinct effort was made to include a cross section of the rural community in each group.

First-year participants in the three original statewide workshop groups were required to reapply for admission to the extended two-year program. Selection for this phase of the three-year cycle was determined by a selection committee after reviewing the applications, recommendations from coordinators and faculty, and a summary of peer group ratings. The selection committee, including the program director, the three regional group coordinators, and representatives of the program policy committee determined who would continue beyond the first year. Up to 36 participants were selected for each extended two-year program group.

Participant Characteristics

The data on program participant characteristics included in this report were derived from two sources. The information for classes I, II, and III of the one-year program and classes I and II of the three-year program came from an earlier postprogram survey conducted two years after program completion. The data for class III, three-year program, and classes IV and V were based on the responses to the four-state assessment study questionnaire. Table 2.2 presents respondents' personal characteristics in three types of program groups and a comparison group in Pennsylvania.

Incomes ranged from just over $13,000 for respondents in the one-year program to $15,600 for respondents in the comparison

Table 2.2 A Comparison of Selected Characteristics of All Respondents in the Pennsylvania Program and Comparison Groups

Characteristic	GROUPS			
	One-Year Program N=119	Two-Year Program N=99	Three-Year Program N=76	Comparison Group N=76
Income (Median)	$13,184	$15,325	$14,479	$15,600
Age (Mean)	30.5	32.4	32.2	36.1
Sex (Percent Male)	70.6	63.6	70.8	67.1
Marital Status (Percent Married)	82.4	73.7	80.6	86.8
Occupation (Percent Farmers and Farm Managers)	32.8	23.2	35.4	21.1
Education (Percent College Degree or more)	43.7	67.7	51.7	52.6

group. The median income of the two- and three-year program respondents was just below the median income of comparison group respondents.

There was a considerable range in the percent of respondents with college degrees or higher levels of education. Respondents in the three-year program had the lowest percentage (39.4 percent) and respondents in the two-year program had the highest percentage (67.7 percent). Of the one-year program respondents, 43.7 percent had college degrees or more, and 52.6 percent of the comparison group respondents were at this level.

Farmers and farm managers were represented in each program and the comparison group, with the three-year program having the highest percentage in this category (55.3 percent). The one-year program had the next highest percentage of farmers and farm managers (32.8 percent), and the two-year program and comparison group contained a similar percentage of farmers and farm managers, 23.2 percent and 21.1 percent, respectively. Most of the respondents in each program and the comparison groups were married. The range of married respondents was 73.7 percent for the two-year program to 86.8 percent for the three-year program. The respondents ranged from 63.6 percent males in the two-year program, to 80.3 percent males in the three-year program. In terms of age, the respondents were in their early 20s to mid-40s.

Program Design and Curriculum

Pennsylvania's statewide workshop program differed from the other statewide programs because participants were engaged in programs of differing length. A first-year class of up to 108 participants between the ages of 25 and 40 was selected. Divided into three groups, these participants attended four intensive five-day sessions. The first three sessions were held at regionally-based locations within the state and the last session was conducted in the state capital and in Philadelphia, with all regional groups participating together. All program sessions were scheduled during the winter months so that farmers would have an opportunity to attend.

The first-year program's curriculum for all five classes was largely focused on analyzing local and state issues. Throughout the program, emphasis was on sharpening the participants' ability to analyze public problems and to communicate with others. Through workshops and simulations participants were encouraged to make decisions and test their ideas on discussion leaders and fellow participants. They were encouraged to raise questions and enter into discussions as they would in actual community problem-solving situations. Problems identified by the participants, such as the provision of public transportation in rural areas and the delivery of improved rural health care services, were analyzed in task force groups during classroom sessions and travel seminars. Specialists assisted these task force groups. Task force group meetings with state government officials provided participants unique opportunities to become familiar with resources and technical assistance available to community leaders.

During the state travel seminar, participants met with their legislators and received an overview of the legislative, judicial, and executive branches of state government. In Philadelphia the participants examined the problems of a major city firsthand. Included in the urban seminar was a one-day field experience where individual group members met with professionals who were working on inner city problems. These experiences ranged from walking the beat with policemen to spending the day with case workers in a low-income housing project. Workshops aimed at improving participants' listening and communication skills were an integral part of the first-year educational program.

The second-year program focused on broad issues such as the development of national and state land-use policy, inflation, and

environmental pollution. Communications workshops were continued. Participants worked in task force groups, but these groups focused on problems related to the provision of public services on a more national scale. Sessions on federal government and policy processes preceded the travel seminar to Washington, D.C. For participants in classes I to III, the second-year program was also designed to help them view such national problems as poverty and the environment. The travel seminar in the second year included a visit to one southern state to allow participants to further examine problems similar to those encountered in Pennsylvania, such as rural poverty and land-use. The trip to Washington, D.C., was designed, in part, to help participants consider how these matters might be solved through federal policies.

The third year for classes I through III focused on international issues. Topics included price stability, balance-of-payments, problems of developing nations, international development strategies, and the culture and history of the countries to be visited. The international travel seminar generally exposed participants to both highly developed and developing nations. Participants visited Germany and the Netherlands to view alternative forms of government and innovative rural development programs. The groups either visited Spain or Tunisia to view the problems of a developing nation and become more sensitive to the barriers faced by people living under conditions of extreme poverty. Because of budget constraints, the international travel seminar only included visits to Europe and the Mediterranean region.

Each class participated in a summer institute. These meetings were usually held over the weekend at a Pennsylvania retreat center. The programs were generally organized by the participants. Because the participants' and coordinators' families were included, these sessions provided an opportunity for families to learn together. Topics such as balancing family and community responsibilities were discussed, with time devoted to family recreation.

Instructors for the overall educational program were generally Pennsylvania State University faculty. In addition, resource persons from other universities, private industry, and the public sector were brought in to lead discussions and share different perspectives. Participants also made seminar presentations in areas which they had researched while studying in the task force groups. During the travel seminars, participants met with government officials

in legislative, administrative, and judicial branches of government, and with persons who were closest to the problems being considered.

In the first two years of the program, participants essentially received the same core subject matter areas, but some of the issues discussed varied depending upon the participants' interests. Only classes I, II, and III of the three-year program received a similar educational program with an international emphasis. The main differences betwen these programs were the countries selected for the international study. A summary of the program topics is contained in Table 2.3.

Program Outcomes

The comprehensive study conducted by Washington State University assessed the extent to which the three program goals presented in Chapter I were attained in Pennsylvania. The goals were to: increase participation in public affairs activities, improve problem-solving and leadership skills, and expand extension programming at land grant universities in the areas of public affairs education and rural leadership development.

The assessment of program outcomes related to increased participation in public affairs was made using pre- and postprogram surveys. A comparison group was available for use as the basis for identifying any program effects upon the participants. Changes in participation in public affairs-related organizations were used to make the assessment of program effects. The pretest and posttest data were augmented with postprogram information based upon respondent self-assessments of program effects and statements made by program administrators and faculty.

Three types of findings were made from the assessment of the effects of the Public Affairs Leadership Program upon its participants and the sponsoring educational institution. First, respondents in the two- and three-year programs showed average increases in participation on most measures of involvement in public-affairs activities, relative to respondents in the comparison and one-year program groups who showed average losses or remained at the pretest level. Of the public affairs-related organizations, the greatest gains from pretest to posttest were in government public service organizations. In addition, a similar gain was found for involvement in economic associations. There were smaller gains in participation in voluntary public service and

Table 2.3 Summary of Seminar Topics, Public Leadership Affairs Program

Year	Topic
ONE	Public Problem Analysis
	Socioeconomic Changes Affecting Rural Areas
	Critical Thinking
	Leadership and Group Action for Community Problem-Solving
	Population Analysis
	Analysis of Community Facilities and Services
	Managing Personal Relationships
	Local Government as a Problem-Solver
	Local Fiscal Planning and Management
	Effective Communication
	The Role of State Government in Solving Local Problems
	Public Affairs Problems in an Urban Setting
	Poverty in America
	Balancing Family and Community Responsibilities
TWO	Basic Community Planning Analysis
	Issues in Land-Use Policy
	Analysis of Secondary Data
	Effective Communication
	Health Services Planning
	Principles of National Economic System
	Public Policy Processes
	Practical Politics
	Federal-State Environmental Policy
	Federal Reserve System
	National Economic Policy
	Ethics in Public Life
THREE	Orientation to the Countries to be Visited
	Introduction to Growth and Stability
	Comparative Economic Systems
	Western Culture in Historical Perspective
	Price Stability and Economic Expansion: Current Policy Choices
	International Economic Development Issues
	Balance of Payments, Foreign Trade, and International Monetary Problems
	International Business and Investments
	Problems of Developing Nations

expressive/mixed purpose organizations. Overall, the two- and three-year programs had an effect of increasing the involvement of participants in public affairs activities, as well as increasing their involvement in economic associations and other types of organizations. Participants became more involved in all types of organizations, but particularly those which have the legal authority to act on behalf of other community residents. In addition, the one-year program did not have any effect upon increasing participation in public affairs activities. Thus, it was concluded that program

length and scope were factors that led to increased participation in public affairs activities.

In general, the respondents indicated that the program had a positive effect upon increasing their leadership and problem-solving skills. Responses to other program goal-related self-assessment items indicated an increased and broadened interest in public affairs, increased confidence as a public affairs participant, stronger feelings about the need to concentrate on selected issues rather than getting involved in many, and increased growth and self-worth as a person. Thus, the program appeared to have a broad, pervasive effect upon different areas of life related to program goals. Responses to goal-related items indicated that the longer programs were more successful in attaining program goals and educational objectives.

A number of other program effects were assessed. These self-assessments indicated that, overall, the programs had little impact on strain and tension between the respondents and other people. Though some respondents indicated increased strain and tension, others indicated no effect on these areas of life or decreased strain and tension with other people. In addition, it appears that the programs had only a slight increased effect on participation in religious activities and flexibility in family roles. The pattern of response indicates that the programs did have an increased effect on the priorities respondents placed on participation in social, economic, and environmental programs, as well as on their desire to serve the common good and their advancement in local, county, and state public affairs activities. The reported impact of the program on the occupation-related items was mixed. Job satisfaction was measured in all three groups and responses ranged from indications of slight decreases in job satisfaction to slight increases; however, a larger proportion of respondents indicated that the program had an increased effect on job satisfaction. Career competence and advancement toward occupational goals was measured only in the two-year program with respondents indicating increased effects upon these areas of life.

Specific conclusions from self-assessment items cannot be drawn because these findings were based on after-the-fact assessments about program effects made by the participants. Such assessments could be influenced by the possibility that participants may have had positive feelings about a program in which they had invested a considerable amount of time. These findings represent an indica-

tion of short-term program effects and may form the basis for future research into the effects of the program upon different areas of life.

Indications of institutional change found within PSU related to the goal of expanding extension programming in public affairs education and rural leadership development. Several educational programs were developed after beginning the statewide Public Affairs Leadership Program including a public affairs forum, the widening of existing county-based leadership development programs, the development of numerous regional public affairs leadership workshops, a public affairs training program for international students, and a training program for Human Resources Commission members. Each of these new educational programs have elements developed for the statewide Public Affairs Leadership Program and similar educational objectives. Educational publications related to public problem analysis and public affairs leadership were also developed. These publications are now being used within and outside of Pennsylvania for conducting educational programs in public problem analysis and group action for public problem-solving. There is some indication that participation in the program by PSU faculty helped improve their classroom teaching. In addition, statewide program graduates have formed an association for the purpose of continuing their education and maintaining associations with former program participants.

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Chapter III

The Agricultural Leadership Program

Agricultural Education Foundation
San Mateo, California

The California-based Agricultural Leadership Program (ALP) began in 1970 as a special educational program in public affairs for farmers and persons employed in occupations and professions related to agriculture. The program was organized because it was felt that such persons were generally well trained in technical subjects, but frequently lacked the background in the social sciences and humanities to deal effectively with complex issues relating to their industry and society as a whole.

Program organizers identified several important problems facing California, the most agriculturally productive and highly urbanized state in the United States. First, the growing urbanization was perceived as widening the gap between urban and rural people. One way to bridge the gap was for farmers to increase their understanding of different cultural groups in the cities. Second, as a major agricultural production state, California was becoming more dependent upon international trade, and agricultural leaders needed to acquire a better understanding of international issues and other cultures in the world. A third concern was that the great diversity of California agriculture had led to communication problems among producer groups such as cattlemen and grape growers. It was anticipated that understanding would be improved if potential agricultural leaders participated in a common learning experience.

Program Operation

The Agricultural Leadership Program was developed through a formal agreement between the Agricultural Education Foundation, the educational branch of the Council of California Growers,

and four California universities: California State University, Fresno; California State Polytechnic University, Pomona; California Polytechnic State University, San Luis Obispo; and the University of California, Davis. Each of these universities has a college of agriculture. Figure 3.1 shows the general relationships between the Foundation and the four cooperating universities.

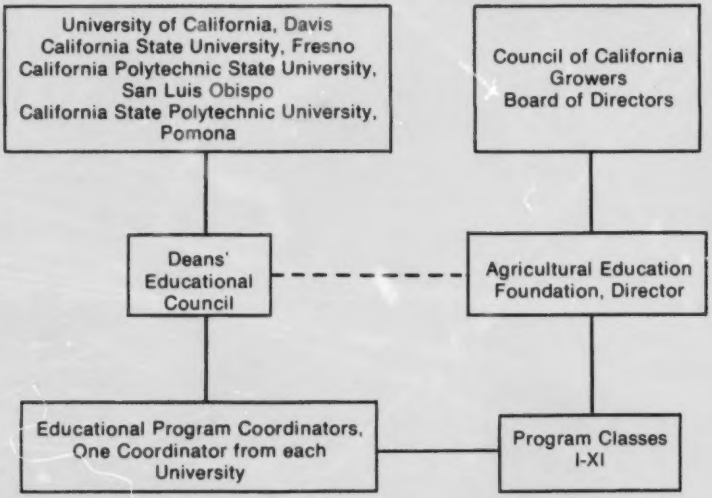
University of California, Davis
California State University, Fresno
California Polytechnic State University, San Luis Obispo
California State Polytechnic University, Pomona
Council of California Growers Board of Directors
Deans' Educational Council
Agricultural Education Foundation, Director
Educational Program Coordinators, One Coordinator from each University
Program Classes I-XI

Figure 3.1 The Agricultural Leadership Program Organizational Structure

The Agricultural Education Foundation is a nonprofit corporation with a full-time director. The director manages the day-to-day operations of ALP, including contracting, financing, logistics, accounting, disbursements, and participant recruitment and selection, as well as arrangements for travel seminars. He is responsible to a board of directors which sets overall program policy with regard to selection procedures, program topics, and long-range program development matters.

The four cooperating universities directly serve the educational program through a Deans' Educational Council, which includes the dean of each college of agriculture in the four universities, the

president of the Agricultural Educational Foundation, and the director.

The Council meets quarterly — more frequently if the need arises. One representative of each program group's steering committee attends these meetings for joint planning and evaluation. There also is an annual meeting to set educational objectives and to assign program responsibilities to the respective campuses. The faculty coordinators at each campus are invited to attend this meeting.

A formal memorandum of agreement between the universities and the Foundation defines the responsibilities of each institution. In this respect, the primary duties of the four cooperating universities are planning, organizing, and implementing the on-campus seminars, as well as evaluating program content. Segments of the curriculum are divided among the four universities; the dean of agriculture at each campus is resonsible for planning, content, and execution of the program segment assigned to his campus. The dean may choose to delegate all or part of this activity to other university personnel. Generally, each campus has a faculty coordinator who works with the dean and takes the responsibility for developing the seminars and for working with the participants while they are on campus.

Figure 3.1 shows that 11 classes have been involved in the California program. Thirty participants were in each group. The first three groups completed a three-year program which included state, national, and international studies, and which ran from 90 to 100 days. In 1974, the program was reduced to a two-year program of about 80 days. As of Spring 1978, the program was ongoing.

The program participants received fellowships which paid for travel, food, and lodging during the seminars. Participants paid for their transportation to each seminar or departure site. The program was initially financed by grants from the James G. Boswell Foundation, the James Irvine Foundation, and the Kellogg Foundation. Current funding is provided by other foundations and organizations and by individuals in the agricultural industry.

Goals and Educational Objectives

A general goal of ALP was to broaden the perspectives of agricultural leaders, by providing participants with "significant exposure to . . . areas of knowledge not otherwise readily acquired in

agricultural and related occupations" (Agricultural Leadership Program, 1976:1). It was hoped that exposure to group action procedures and a familiarity with fundamental problems in agriculture and society, as well as solutions to these problems at the local, state, national, and international levels would help participants to recognize their leadership capabilities, and gain the self-confidence to act. Although a formal set of written objectives was not available, it is apparent that the educational objectives for ALP were similar to those in the other three states; however, somewhat more emphasis was placed on developing agricultural leadership than on general public affairs leadership.

Selection Criteria and Procedures

Three explicit selection criteria were applied to applicants for the Agricultural Leadership Program. Candidates were required to:

1) be farmers or employees of agriculturally-related businesses,
2) be from 25 to 40 years of age, and
3) have potential or have demonstrated leadership qualities in community and organizational activities.

If the applicant was not self-employed, the employer had to approve the time that would be spent away from the job while attending seminars. Self-employed applicants had to demonstrate that participation would not be detrimental to their enterprises.

Persons interested in the program completed an extensive application which detailed information about self, family, organizational affiliations, and business. Candidates were asked why they wanted to participate in the program and what they felt were the most pressing problems facing California agriculture and the nation as a whole. Spouses were also required to complete a supporting statement.

Although there were no specific academic requirements, essay portions of the application form and personal interviews with the applicants were evaluated by the Selection Committee to see if the applicant demonstrated careful, logical thought and had the ability to participate in the academic portion of the program. The applications were studied for evidence that the applicant had broad concerns and interests, and could make future contributions to the agricultural industry; each spouse's supporting application was

reviewed for evidence of genuine interest in the program and a willingness to support the candidate; and four reference persons listed by the applicant were contacted and asked to comment on the candidate's ability to benefit from the program.

After the application form and letters of reference were reviewed, applicants showing the most promise were personally interviewed by one of six regional selection committees. These committees consisted of a university representative, several agricultural leaders, and a program graduate. Each regional committee recommended their top candidates to a final selection committee. This committee, composed of one representative of each regional committee, then selected a final group of 30 participants, with 24 persons representing production agriculture, and six persons representing agricultural business and related areas. Every group was required to have 80 percent of its members from production agriculture; the remaining 20 percent to come from occupations and professions related to agriculture.

Participant Characteristics

Based upon responses to a 1977 program assessment questionnaire, California's leadership development program participants had the following characteristics: all were male; their mean age was 36.6; 45 percent lived on a farm; 88 percent were married; 68 percent were farm owners or managers, with the remaining 32 percent classified as managers, officials, or professional and technical workers. Eighty-one percent of the respondents had one college degree or higher, and 50 percent had family incomes of $30,000 or more.

Program Design and Curriculum

The ALP educational program emphasized the study of statewide, national, and international issues. The curriculum was divided among the four universities as follows: economics at the University of California, Davis; politics and government at California State University, Fresno; communications at California Polytechnic State University, San Luis Obispo; and sociology, the arts, religion, and rural-urban relationships at California State Polytechnic University, Pomona.

Seminars were conducted by industry representatives. At their corporate headquarters in Oakland, Safeway stores held sessions on industry-related issues. A seminar on banking was organized by

Security Pacific Bank in San Francisco, and a program on marketing and urban planning was conducted by Tenneco Corporation at Bakersfield, California. Atlantic Richfield conducted sessions on energy matters at their corporate headquarters in Los Angeles. Seminars on national defense policies were conducted at Vandenburg Air Force Base. Participants rotated among the seminars conducted by universities, industry, and government.

In the first year of the two-year program there were seven seminars, each conducted for three days (Thursday to Saturday), plus a 13-day travel seminar. In the second year, the schedule included another seven seminars, plus a 21-day international travel seminar.

Table 3.1 summarizes the kinds of topics covered at the seminars in each discipline area. Several topics reflect the fact that California leads the nation both in agricultural production and urban areas with a high population density. Major issues included the crisis in the cities, world hunger, and land-use planning. Seminars included themes associated with state, national, and international travel experiences, such as the social structure and culture of the places to be visited. The program also included workshops designed to improve the ability of the participant to communicate with small and large groups.

Instructors for the program were specialists from throughout the four cooperating universities. Resource persons from private industry and the public sector, including corporate executives and government officials, also led discussions and shared different points of view. Travel seminars conducted during the first year included visits to Watts to study the problems of minorities in an urban environment, a tour of the state to view different problems relating to land-use planning, and a national travel seminar. The national travel seminar included visits to the National Space Center, the Port of Houston, and Pennsylvania where participants met with different cultural and occupational groups such as Amish farmers and coal miners. Visits were made to places such as Gettysburg, Pennsylvania, to acquaint participants with important American historical events and issues. In Washington, D.C, the participants were exposed to the legislative, executive, and judicial branches of government; information on public policy processes; and the role of special interest groups. The international travel seminar, usually conducted in the spring, has included visits to Europe, Africa, the Middle East, India, South America, the Far

East, and the Soviet Union. For these international studies, each participant group chose a specific area to emphasize, and usually visited several countries in that area.

Table 3.1 Summary of Seminar Topics, Agricultural Leadership Program

General Area	Specific Topic
Communications	• Communication fundamentals; speaking, writing • Use of audio-visual techniques, farm organization communications • Grammar and rhetorical principles applied to writing • Parliamentary procedures, literature, and communications • Principles of discussion leading, reading for critical analysis • Public speaking techniques • Communication problems of the community as related to solid waste and ecological issues • Influencing groups in the community to take action
Ecology	• Natural resources (land, air, and water)
Government	• Political parties • State and local government • Meaning of the young vote • Formulation and passage of legislation • OEO legal service — California rural legal assistance • Problems in city government — urban renewal, model cities, welfare group leadership • Role of farm organizations in politics • Water management and government cooperation • County-state governmental cooperation • Urban and rural land-use planning
Economics	• Management of the economy • Role of money, banking, and the federal reserve system • Taxation and government spending • Determinants of demand for agricultural output • Unemployment — levels and trends • Concepts of government response in manpower and unemployment • U.C. research programs and economic impact • Resource use, development, and quality — land and water development, pricing, taxation, zoning, land and water quality
Sociology	• Man and his environment (urban planning) • Problems of the inner city — Watts and the minority crisis • Problems of the community balance — Pomona Valley and the minority developments
Education	• The school and relationships with government and organizations • Financial sources of public school support • California system of education — elementary-university • Citizenship responsibility
Arts	• Music — symphony — light opera — history of U.S. music • Art — the visual arts and awareness • Visual art forms — architecture, sculpture, crafts, and image

Program Outcomes

The impact assessment of the California leadership development program, conducted by Washington State University, was basically the same as those conducted at the other three sites. It focused on measuring the extent to which the program was able to increase participation in public affairs activities, improve problem-solving and leadership skills, and expand extension programming at land grant universities in the areas of public affairs education and rural leadership development. The study was limited to the first five classes of the California demonstration, although the program is still in operation today.

To determine if the five classes fulfilled the first goal — increased participation in public affairs activities on the part of those involved, pretest-posttest data on organizational participation were used. These data indicated that the California respondents had similar and consistent gains on all dimensions of participation in government and voluntary public service organizations — memberships, officerships, and regional or higher levels of organizational operation. Little change was noted, however, in participants' involvement in political organizations. They also had small but consistent gains in participation in expressive/mixed purpose organizations. The large gains registered by the California respondents in economic associations were not surprising given the agricultural orientation of the program.

Goal 2, improved leadership abilities, was analyzed using respondents' self-assessments of program effects. The respondents reported that the program had a generally positive impact on their leadership and problem-solving skills. The program also had a positive effect on other areas of life related to program goals. Respondents reported an increased interest in public affairs, greater confidence in their future as public affairs participants, and increased feelings of independence, growth, and self-worth. The respondents indicated that the program generally had a pervasive effect upon areas of life related to program goals.

In other areas of life, respondents reported that the program increased the priority they placed on participation in social service, economic development, and environmental improvement programs; and increased their desire to serve the common good. The respondents said the program increased their advancement in public affairs at local, county, and statewide levels, and had a

positive effect on several areas of life related to occupations and professions. The program had little overall effect on strain and tension between the respondents and other people, their participation in religious activities, and their flexibility in family roles.

In terms of Goal 3, expansion of extension programming, the Project Manager's Report indicated that three major activities resulted from the agricultural leadership program. First, the University Consortium for Agricultural Education in California was organized to improve teaching, research, and extension activities in agriculture. Second, the program's alumni formed an Agricultural Leadership Associates group to promote the continued personal development of its members and the general welfare of agriculture through organizational cooperation, and to develop leadership for California agriculture. Finally, the Agricultural Education Foundation successfully secured funding from a variety of sources within California. Rather than supporting spinoff programs, this funding is being directed toward continuing the program through additional classes.

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Chapter IV

The Kellogg Farmers' Study Program

Michigan State University
East Lansing

In 1965 the Kellogg Farmers' Study Program (KFSP) was organized by Michigan State University (MSU) to further educate farmers about public policy issues and to develop their leadership abilities. Participants were carefully selected farmers who had exhibited leadership abilities.

Faculty of the MSU College of Agriculture initiated the program. They recognized that many Michigan farmers had high levels of technical expertise related to agriculture but lacked the background in the social sciences and humanities to understand and cope with the problems of contemporary America. These difficult issues included halting the growing deterioration of inner cities, finding economically feasible means of financing public services, and working on ways to combat world hunger.

Prior to KFSP, less intensive educational programs had been conducted to help farmers and other rural residents to increase their knowledge of public issues and to improve their problem-solving and leadership skills.

Program Operation

The Kellogg Farmers' Study program was developed and coordinated by faculty in the Department of Agricultural Economics together with MSU's Cooperative Extension Service. A full-time project director managed the day-to-day operations of the program and took the leadership in overall program development and curriculum design. As shown in Figure 4.1, each of the program

groups had a faculty coordinator, serving as liaison between the participants and MSU, who organized the educational program.

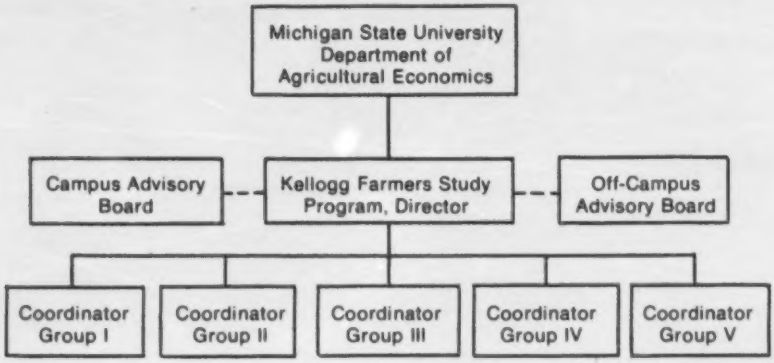


Figure 4.1 The Kellogg Farmers' Study Program Organizational Structure

Two boards advised the program staff. A campus advisory board — experts in subjects related to program goals and with experience in adult education — gave advice about developing, teaching, and evaluating the curriculum and suggested on- and off-campus resource persons. An off-campus advisory board, consisting of farm leaders, consulted with the program staff on selection policies and procedures, program topics, and long-range program planning. Members of this board also served as the link between their organizations and the program, and discussed the program with members of these organizations.

Figure 4.1 shows that five groups of participants completed the program. There were 30 persons in each group. All groups participated in 123 days of study, discussion, and travel over a three-year period. An initial Kellogg Foundation grant provided funding for three groups, and the funding was extended for an additional two groups in 1968. The program operated from 1965 to 1971.

Goals and Educational Objectives

Once organized, the KFSP had two general goals: (1) "to create a better understanding [on the part of participants] of the economic,

political, and social framework of American society," and (2) "to [help participants to] apply this understanding to the complex problems and unique concerns of agriculture and rural communities" (Miller, 1976:6). The specific educational objectives documented by Miller (1976:6-7) were:

1) [to] encourage participants to identify problems facing today's society and to analyze alternative solutions . . . ,
2) . . . to develop [participants'] skills in problem analysis, which requires both a knowledge base and process skills. . . ,
3) [to develop participants'] critical thinking ability . . . ,
4) [to broaden participants'] knowledge of public issues that influence Michigan's agriculture and rural communities . . . ,
5) . . . to develop [participants'] skills for leadership and responsible citizen participation . . . , and
6) . . . [to develop] individual and group motivation for life-long learning . . . .

Selection Criteria and Procedures

Three explicit selection criteria were applied to candidates for the Kellogg Farmers' Study Program. As outlined in Miller (1976: 17), participants should:

1) be successful farmers, committed to agriculture as a primary means of livelihood;
2) range in age from approximately 25 to 35; and
3) demonstrate some leadership abilities and show definite signs of further leadership potential.

In addition, Michigan program coordinators considered the farmer's technical expertise, the farm's profitability, and the spouse's willingness to support program involvement. The coordinators wanted evidence that persons selected would be able to participate in all workshops and travel seminars, and that participation over the three-year period would not jeopardize the participant's farm business.

Program participants were identified and selected through a four-step process.

First, state leaders with an interest in agricultural and rural affairs were asked to nominate potential candidates. These

nominees were invited to apply for the Kellogg Farmers' Study Program.

As a second step, each interested person and spouse completed an extensive application which detailed information about self, family, organizational affiliations, and business; applicants were asked to state why they wished to participate in the program; and two letters of reference were required.

Third, a selection committee, consisting of the program director and group coordinators, reviewed the applications and eliminated ineligible persons. To gain more information about an eligible applicant, spouse, and the farm business, visits were made by a program staff member to the farm. After the on-farm visits, the selection committee or program staff chose 45 to 50 of the best qualified candidates.

The fourth step involved attendance by nearly 50 candidates and their spouses at a two-day selection institute at MSU. The institute provided an orientation to the program. Discussion sessions devoted to current issues were led by program staff and other agricultural economics faculty. Participating faculty members then wrote up a brief report about each couple they had observed.

Following this institute, the selection committee reviewed all information available about each candidate and selected a group of 30 candidates and two alternates. Candidates who were not selected were invited to reapply if they wished to be considered for inclusion in a later group.

Participant Characteristics

The data on characteristics of Michigan participants included in this report were based upon responses to the 1977 four-state assessment study questionnaire.[1] As mentioned earlier, only farm businessmen were admitted to the program. Geographically these farmers represented nearly all counties in lower Michigan, and three counties in the Upper Peninsula. Eighty-seven percent of the respondents lived on farms and another 7 percent lived in towns of less than 2,500 persons in 1977.

Results from the 1977 survey show that the average age of the respondents was 39.3 years and most were between the ages of 25 and 34 when they participated in the program. Survey respondents

[1]Data on participant characteristics at the time of the program are reported in Miller (1976:17-20).

also had the following characteristics: 28.2 percent had a college degree; most were high school graduates who had taken short courses and/or some college; 98.4 percent were married; 37 percent reported a total family income of $30,000 or more; and 26.6 percent were categorized in class I and 64.5 percent in class II of the Hollingshead (1957) *Two Factor Index of Social Position.*

Program Design and Curriculum

As mentioned earlier, each Michigan group participated in a three-year educational program. The first-year program focused on analyzing state and local issues, the second year on national issues, and the third year on international issues. In each year, three intensive week-long classroom sessions were held on the MSU campus in addition to travel seminars and home study. The time spent away from home averaged 21 days during the first year, 30-33 days during the second year, and 50-60 days during the third year. The length of the final year's program depended on the extent of the international travel schedule (Miller, 1976:27).

Each group also participated in a summer institute. As the last gathering of all groups for each year's program, the institutes were usually held for three days and two nights at a retreat in Michigan. They included the participants and their spouses. In addition to providing a preview of the coming year, the participants' spouses were able to meet each other and share how they were coping with similar kinds of problems.

Travel seminars and field trips were designed to provide participants with a broader outlook on public issues and the process of public decision-making at all levels of government. A principle followed in curriculum planning "was that the study program should combine academic experience in areas generally unfamiliar to the rural agricultural community" (Miller, 1976:26).

The program's curriculum included issues relating not only to economics and broad agricultural policies, but also to the social sciences and the humanities. A considerable amount of time was devoted to helping participants understand what they would see and experience on the field trips. Important social issues, including those relating to cultural differences in rural and urban settings, were discussed, and alternative ways of solving public problems were considered. The program included workshops designed to improve the participants' ability to communicate with small and large groups.

The instructors were specialists from throughout MSU. Resource persons from private industry and the public sector were brought in to lead discussions and to share different perspectives on issues. During the travel seminars, the participants met with faculty from other colleges and universities, government officials, and persons who were closest to the issues being considered.

Although the curriculum for the five Michigan groups varied slightly, all participants had the same kinds of learning experiences. Miller (1976: 26-27) reported that the nine weeks of study institutes over the three-year period included almost 400 hours of classroom instruction. A summary of the seminar topics is shown in Table 4.2.

Program Outcomes

The following section assesses the extent to which the three program goals presented in Chapter I were attained in Michigan. These goals were to increase participation in public affairs activities, to improve problem-solving and leadership skills, and to expand extension programming at land grant universities in the areas of public affairs education and rural leadership development.

In terms of Goal 1, pretest-posttest data indicated that the respondents increased their participation in public affairs organizations. The greatest increases occurred in government organizations, where the respondents showed substantial gains on all dimensions of participation — memberships, officerships, and participation in organizations operating at regional or higher levels. Participation gains also occurred in the other two types of public affairs organizations — voluntary public service and political organizations — and in economic associations. The respondents showed losses on all dimensions of participation in expressive/mixed purpose organizations. The indication was that as participation in instrumental type organizations increased, participation in expressive type organizations decreased.

The attainment of Goal 2 was analyzed through a set of self-assessment items. This analysis showed that the respondents felt the program had a moderate positive effect on increasing their leadership and problem-solving skills. In addition, the respondents reported that the program had a positive effect on increasing their interest in public affairs; confidence in their future as public affairs participants and feelings of independence, growth, and

Table 4.2 Summary of Seminar Topics, Kellogg Farmers' Study Program

Year	Topic
ONE	Elements of the pricing system
	Banking and the Federal Reserve System
	State and local governments
	American government
	Reading more effectively
	Individual and group communications
	America as a mass society
	Problems of the inner-city
	Poverty and its implications
	Prospects of farm organizations
	Ethics and morality in society
	Natural resources
	Understanding the arts
	National Ballet of Canada performance
TWO	Labor structure and characteristics
	U.S. monetary and fiscal policies
	Sources and uses of agricultural data
	Michigan property taxes — reform or repeal
	Case studies: agricultural commodities
	Marketing cost studies
	Decision-making for producer organizations
	The federal executive branch
	Comparative political systems
	Attitudes and values in society
	Large group communications
	Cultural expression of art
	The challenge of world hunger
	Visits with leaders of farm organizations
	A geographer's commentary on America
THREE	Trade and economic development
	The European economic community
	U.S. and European foreign policies
	The language problem
	World religions
	Organizing an effective meeting
	Communism as a religious force
	Orientation on Europe, including farm organizations
	Orientation on South America, Asia, and Africa
	Federal farm programs and history
	Photography
	Sensitivity training
	Shakespearean theatre
	"Romeo and Juliet" performance

self-worth; and on their advancement in local, county, and statewide public affairs. The respondents indicated that the program generally had a pervasive effect upon areas of life related to program goals.

The impact of the program on other areas of the respondents' lives showed that they felt the program had increased their desire to serve the common good and the priority they placed on participation in various community service activities. The program had a slight decreased effect on job satisfaction, but a moderate increased effect on career competence and advancement toward occupational goals. An analysis of the program's impact on strain and tension between the participant and his family, peers, and older community leaders indicated that between 45 and 47 percent of the respondents felt the program had no effect on strain and tension in these three respects. Finally, the program had a very slight increased effect on respondents' participation in religious activities and their flexibility in family roles.

The Project Manager's Report and other sources were used to assess Goal 3: (expansion of extension programming). These data indicated faculty in the MSU Department of Agricultural Economics began a number of other programs after the initiation of KFSP that incorporated the educational objectives and other aspects of KFSP. Many of these programs have continued. They focus on other groups — teens, undergraduates, Cooperative Extension Service faculty, university professors, and young men and women interested in improving their communities. In addition, the Department established a major in public affairs management in 1970 and participants in KFSP have organized an alumni group. Though it has been impossible to directly attribute any of these programs, except the alumni group, as effects of KFSP, it is reasonable to conclude that KFSP had an impact on extension programming at Michigan State University, given the number and variety of different programs that have evolved and the fact that they have educational objectives and design components similar to the KFSP.

Overall, data from a number of sources indicated that KFSP had a positive effect on increasing the participants' involvement in public affairs organizations, on enhancing their leadership and problem-solving skills, and on the expansion of extension programming in public affairs education and rural leadership development at Michigan State University. Furthermore, major aspects of the basic program design and curriculum developed for the KFSP were adopted in the statewide leadership development programs organized in Pennsylvania, Montana, and California.

Chapter V

The Kellogg Extension Education Project

Montana State University
Bozeman

The Kellogg Extension Education Project (KEEP) began in 1971 as a special leadership development program in Montana. Faculty in the Montana State University (MSU) Cooperative Extension Service recognized the importance of furthering the education of public affairs leaders, who could then deal with complex public issues in a more informed and effective way.

In the early 1970s, Montana residents were confronted with a variety of difficult problems. First, as a predominantly rural state, Montana was economically dependent on agriculture. Rapid change in agricultural practices from labor intensive to capital intensive methods had led to large numbers of people leaving rural areas. Residents remaining in these areas found it increasingly difficult to maintain viable communities. Second, rapid growth associated with coal development in eastern Montana and second home development in western Montana had led to other kinds of community problems related to providing public services. These and other complex problems of a more global nature, such as inflation and the international demands for food, directly or indirectly affected all Montanans.

Program Operation

The Kellogg Extension Education Project was developed and coordinated by public affairs specialists in the Human Resource Development Division of the MSU Cooperative Extension Service. A full-time project director managed the day-to-day operations of the program and took the leadership in overall program development and curriculum design. As shown in Figure 5.1, the overall

program included a statewide study-travel program, communications workshops, conflict-management workshops, and an annual public affairs forum. Each of the study-travel groups and the other program activities had a faculty coordinator who served a liaison role between the participants and Montana State University, and who implemented all aspects of the program. Only the study-travel program was considered in this assessment study. A description of the other program elements is contained in an MSU Cooperative Extension Service publication (see Quenemoen, 1976).

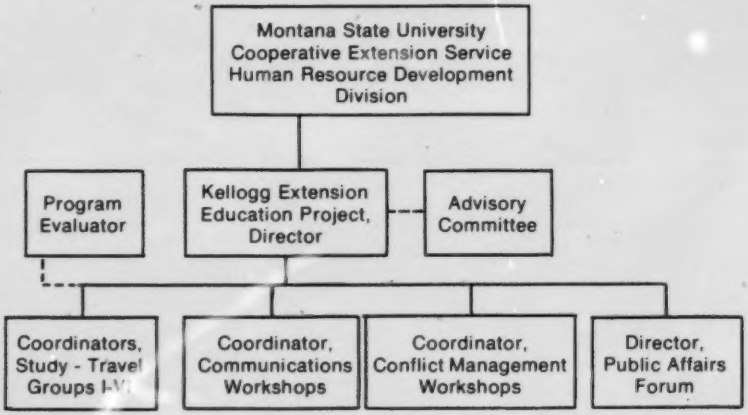


Figure 5.1 The Kellogg Extension Education Project Organizational Structure

An advisory committee provided advice about curriculum development and delivery, participant selection policies and procedures, program topics, and long-range program development matters, as well as suggestions for on- and off-campus resource persons. The committee consisted of the chairman of each Montana State University department having faculty members with expertise related to the general program objectives, the MSU director of continuing education, the MSU coordinator for human resource development, a county agent and a specialist from the MSU Cooperative Extension Service, alumni representing each of the four program areas, and the chairman of the Montana Rural

Areas Development Committee. An evaluation research specialist in the College of Agriculture Experiment Station independently evaluated the overall educational program.

Six groups of 30 participants each have been engaged in the study-travel program, which included approximately 70 days of study, discussion, and travel. Participants in the study-travel program received a fellowship covering the costs of instruction, meals, lodging, and transportation during the seminars. In addition, participants were reimbursed for travel expenses. Financial assistance for the first three groups was provided by a grant from the W. K. Kellogg Foundation. In 1975, funding for two additional statewide study-travel groups and for the other program elements was provided by a second grant from the W. K. Kellogg Foundation. This funding was augmented by an appropriation from the Montana legislature, monies from Title I of the Higher Education Act of 1975, and individual contributions. This study has examined program impacts upon participants in the first three study-travel groups.

Goals and Educational Objectives

The general goal of the Kellogg Extension Education Project was to "increase the capability of Montana's leaders and potential leaders to effectively participate in local, state, national, and international decision-making and problem-solving processes" (Lassey, et al., 1972:1). The specific educational objectives of the program were to:

1) help participants build a better understanding of the economic, political, and social framework of the study;

2) provide an opportunity for participants to use this understanding, in combination with previous knowledge and experience, to define and analyze important problems facing society; and

3) encourage the participants to take a more active role in working with people to bring about improvements in the quality of life in Montana communities.

Selection Criteria and Procedures

Several criteria were used by members of the selection committee when reviewing the credentials of program candidates. As outlined by Quenemoen (1976:33), participants needed to have:

1) likely tenure in the community,
2) personality and potential for leadership,
3) academic competence,
4) potential for making a contribution to the growth and development of other study-travel group participants,
5) potential for personal growth, and
6) the ability to define problems, as opposed to presenting dogmatic solutions.

The selection committee tried to maintain participant diversity based on geographical, educational, and experiential background and tried to keep approximately the same sex ratio among persons accepted into the program as existed among the applicants for each group.

The public was informed about the program through news releases sent to newspapers, radio and television stations throughout the state. Those persons applying for the program were required to complete an extensive application, which detailed information about self, family, organizational affiliations, and occupational history. Applicants were asked to state why they wished to participate in the program. In addition, spouses were asked to complete a supporting statement for the applicant. Two letters of reference were requested.

The applications were reviewed by a selection committee composed of MSU faculty. After an initial screening, qualified applicants were personally interviewed by selection committee members. These interviews were useful for several purposes, including: 1) to determine if the candidate could make suitable arrangements for being away from job and home so as to ensure attendance for the three-year program; 2) to discuss the financial and time commitments that program participation would require; 3) to evaluate the spouse's acceptance of the applicant's intent to participate; and 4) to ensure that the candidate was committed to public affairs leadership.

Following the personal interviews, all supporting information was reviewed by selection committee members and the top 30 candidates were chosen for participation in a study-travel program group. Candidates who were not selected were invited to reapply if they wished to be considered for inclusion in a later group.

Participant Characteristics

The data on participant characteristics included in this report were based on the responses to the 1977 four-state program assessment questionnaire. These data show the diverse backgrounds of KEEP program participants in education, age, occupation, and community of origin. Over one-third of the respondents in each group were females. Thirty-six percent of the respondents lived on a farm, and 46 percent of the respondents lived in towns with populations of less than 10,000 people. Eighteen percent of the respondents lived in cities of 10,000 to 100,000 people.

Nearly 40 percent of the respondents indicated that they were professional or technical workers, managers, officials, or proprietors of businesses. The survey also indicated that 61 percent of the respondents had a college education or more, 22 percent had family incomes of over $30,000, and 83 percent were married. The average age of the respondents was 42, and 46 percent of them were over age 40. Precisely 34.7 percent were categorized in class I and 43.1 percent in class II of the Hollingshead (1957) *Two Factor Index of Social Position.*

Program Design and Curriculum

For three weeks each year, participants in the KEEP study-travel groups attended "live-in" seminars and workshops conducted on the MSU campus at Bozeman. The first year of the program focused on analyzing state and local issues, the second year on national issues, and the third year on international issues. An integral part of the educational programs were state, national, and international travel seminars to view problems and experience decision-making processes discussed in the classroom.

For each group, during the first week of sessions on the Montana State University campus, a participant curriculum committee, consisting of representatives from the group, was established. This committee and the KEEP staff worked together to develop seminars, workshops, and projects that would be included in the three-

year educational program. Evaluations by earlier groups were considered in the planning process.

Seminars covered public affairs topics from the perspective of such academic disciplines as political science, economics, sociology, philosophy, history, and education. Workshops on public speaking and interpersonal communication were also included.

The instructors were specialists from MSU and the University of Montana. Resource persons from private industry and the public sector were brought in, as necessary, to lead discussions and share different perspectives. Participants also made seminar presentations based on their professional backgrounds, special interests, and research work conducted during the program. During the travel seminars, the participants met with government officials in legislative, administrative, and judicial branches of government, and persons who were closest to or affected by the issues being studied.

The state travel seminars in the first year included visits to the state capital and to local and state government agencies such as day care centers and prisons. Visits were also made to farms, union headquarters, and mining company offices. National travel seminars in the second year included trips to Washington, D.C., Maryland, Tennessee, Iowa, and Pennsylvania. These trips were designed to expose participants to policy-making and public program administration processes at the national level, and to enable participants to directly view public problems which were national in scope, including problems of major U.S. cities and urban groups. The third-year program was primarily devoted to the international travel seminar. Group one visited Ethiopia and Yugoslavia, group two visited Taiwan, and group three visited the People's Republic of China.

Each group also participated in a summer institute, which was usually held for two days at a retreat in Montana. An important aspect of these institutes was the inclusion of the participants' families; they became an opportunity for learning as a family. Topics such as transactional analysis were discussed, with time devoted to family recreation.

Although the curriculum for the study-travel groups varied, based upon the specific interests of the group members, each participant received a core of learning experiences as presented in Table 5.1.

Table 5.1 Summary of Seminar Topics for Montana Kellogg Extension Education Project Study-Travel Groups

General Area	Specific Topics
State and Local Government	Montana Constitutional Convention, Judicial System and Legislature, Political and Legal Aspects of Planning and Finance, Land-Use Planning
Economic Issues	The Market System, Economic Externalities, Inflation, Monetary and Fiscal Policy, Tax Reform, International Interdependency, Comparative Economic Systems, Theories of Economic Development, Montana's Place in the National and International Economy
Political Issues	United States Government Development of Foreign Policy, Political Aspects of World Trade, Comparative Systems of Government, Rich Nations — Poor Nations, and Moral Responsibility
Social Problems and Issues	Poverty — Causes and Implications, Welfare Systems, Transportation Problems and Issues, Alcohol and Alcoholism, Urban Sociology, Nature of Man, World Religions
Education	A Philosophy of Education, More Effective Training Experiences, Financing Education
Community Issues	Community Decision-Making, Parks and Recreation, Identification of Community Problems, Social Action Processes, Rural Area Development
Communication	Two-Way Communication, Group Dynamics, Social Interaction as Communication, Transactional Analysis, Human Relations, Conflict Resolution
Leadership	Leadership Styles, Political Leadership Public Administration and Executive Reorganization
Medical Issues	Health Care Delivery Systems: Sweden and the United States, Medical Education
Mass Media	Role of the Media in Public Opinion Formation, The Function of the Mass Media in Communications
Ethnic Groups	Montana Indian Situation, Contemporary Indian Problems, Role of Blacks in the New South
Creative and Performing Arts	Opera, Theater Arts, Jazz — History and Development
History of Countries Visited	Ethiopia and Yugoslavia, Taiwan, People's Republic of China

Program Outcomes

The following section assesses the extent to which the three program goals — to increase participation in public affairs activities, to improve problem-solving and leadership skills, and to expand extension programming at land grant universities in the

areas of public affairs education and rural leadership development — were attained in Montana.

Goal 1 was assessed using pretest-posttest data on organizational participation. These data indicated that the respondents had consistent gains on all dimensions of participation in government public service organizations — memberships, officerships, and regional or higher levels of organizational operation. Consistent gains in participation in voluntary public service organizations were also registered, but these were not as large as the gains in government organizations. Little change occurred in political organizations. Gains also occurred on all dimensions of participation in economic associations and expressive/mixed purpose types of organizations, but these were not as large as the gains in government public service organizations.

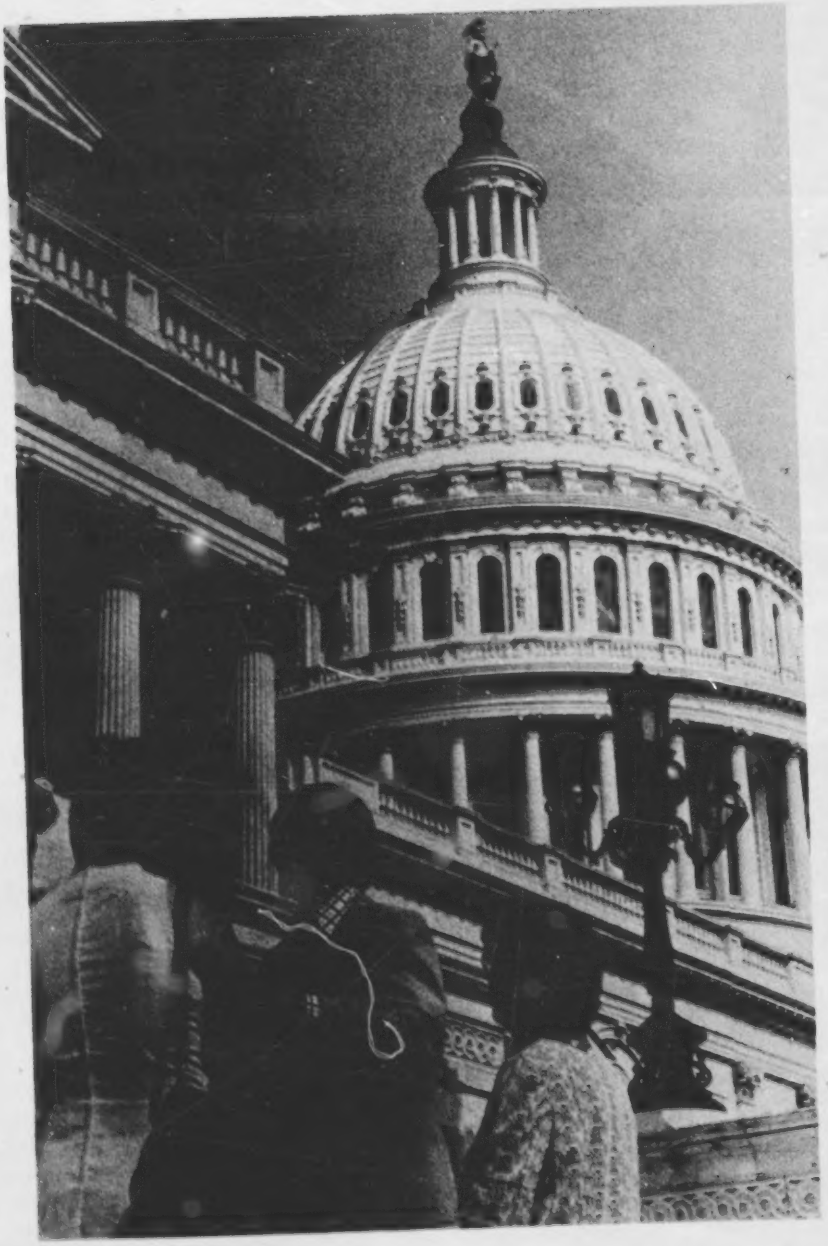
The attainment of Goal 2 was analyzed through a set of self-assessment items. This showed that the respondents felt the program had a moderate positive effect on increasing their leadership and problem-solving skills. In addition, the respondents reported that the program had a positive effect on increasing their interest in public affairs; feelings of confidence, independence, growth, and self-worth; and on their advancement in local, county, statewide, and to a lesser extent, national and international public affairs. The respondents indicated that the program generally had a pervasive effect on areas of life related to program goals.

The impact of the program on other areas of the respondents' lives was also analyzed. This analysis showed that respondents felt the program had increased their desire to serve the common good and the priority they placed on participation in various community service activities. Also, the program had a slight decreased effect on job satisfaction, but a moderate increased effect on feelings of career competence and advancement toward occupational goals. An analysis of the impact of the program on strain and tension between the participant and his family, peers, and older community leaders indicated that between 33 and 46 percent of the respondents felt the program had no effect on strain and tension in their lives in these three areas. Finally, the program had a very slight increased effect on respondents' religious participation and their flexibility in family roles.

The KEEP Project Manager's Report and other sources were used to assess KEEP's impact on extension programming at MSU (Goal 3). These sources indicated that several activities began as a

result of KEEP. Alumni formed the Montana Leadership Development Association as a nonprofit corporation to help secure funding for future leadership development efforts in the state of Montana. This group has lobbied in the Montana legislature for continued state funding of KEEP. Also, a "Mini-KEEP" program was established for six northeastern Montana counties, public affairs educational programs were conducted in high schools, extension workshops in group communication were conducted by another MSU department, and conflict management workshops were conducted for extension personnel.

While these various indicators of program effects on each of the goals are open to some validity threats, the findings consistently indicate that KEEP had substantial impact. Data on the first two goals indicated that the participants increased their involvement in public affairs activities and they perceive that their leadership and problem-solving skills increased. Data on the third goal indicated that a number of activities have been organized since the initial KEEP program. Given the variety and consistency of these indicators, it is reasonable to conclude that KEEP had an impact on participants' lives and on extension programming at Montana State University.



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Chapter VI

The Lessons Learned

This chapter summarizes what was learned about the four leadership development programs and various important program effects. First, it takes a look at common characteristics of the four programs which are believed to be essential to the success of the efforts. Next, based upon the findings of the assessment study, a summary of lessons learned about the four programs is provided. In addition, different theories of behavior that link aspects of the educational programs to the behavioral changes observed among many program participants are discussed. Finally, several recommendations are made concerning the development of future statewide public affairs leadership programs.

Essential Program Characteristics

A central concern of the assessment study was the identification of characteristics of the leadership development programs which may have produced the desired results. This problem was approached by examining those characteristics shared by all four programs. The following program characteristics were deemed essential: 1) an educational program design with "intensive" and "extensive" dimensions that emphasized the analysis of public issues, 2) participants who had leadership potential and a concern for agricultural and/or public affairs, and 3) staff and involved institutions that had a strong commitment to the attainment of program goals. The first two characteristics constitute the program model, while the latter is essential for its success.

Educational Program Design

The four leadership development programs were designed to increase participation in public affairs on the part of younger adults from rural areas who showed potential for leadership and to improve their leadership and problem-solving skills. Based on

these goals, four common educational objectives were either implicitly or explicitly used to guide the development of each program. The educational objectives were to:

1) develop among participants the ability to analyze public problems critically and objectively;
2) develop among participants an understanding of the economic, social, political, and cultural dimensions of public problems;
3) increase the participant's ability to solve public problems by improving his/her leadership and group participation skills; and
4) increase the participant's understanding of important local, state, national, and international issues.

These objectives were reflected in both the seminar topics and educational methods.

Program topics were primarily drawn from social science disciplines, such as economics, sociology, and political science. In addition, topics in communications, philosophy, and the arts were included. Among other major public issues, each program included seminars on poverty, world hunger, inflation, the problems of large cities, and urbanization. Government structures, public policy processes, and action strategies for solving public problems were also discussed. In each program, the major emphasis was on understanding public issues and personal improvement topics which technically trained agriculturalists and rural residents would not be exposed to in the normal course of their personal, educational, and occupational development.

The seminars and workshops were led by persons who had firsthand experience with the public issues and problem-solving processes being studied. Resource persons included university faculty members, government officials, and representatives of the private sector.

Each leadership development program employed intensive educational methods that included "live-in" workshops and seminars, as well as group travel experiences. Since the on-campus sessions were conducted during two- to five-day periods and the "travel seminars" generally required more time, program participants were temporarily separated from other interests, including family, occupation, and community. Some project managers believed that this separation from spouse, family, and other obligations was essential for the success of the program. To enhance a high level of

interaction between program participants during the workshops and seminars, most program groups were limited to 30 persons.[1] Each of these "intensive" aspects helped produce a "oneness-of-mind" among the participants and enabled them to concentrate more fully on learning during the educational program.

There were other characteristics of the four programs, which we labeled the "extensive" dimensions, that also contributed to the attainment of program goals. The first was the program's length. The programs which led to participants' increased involvement in public affairs activities were at least two years in duration. The second was the scope of the curriculum, which included the analysis of local, statewide, national, and international public issues. Travel seminars were the third "extensive" characteristic. These seminars were conducted at local, state, national, and for most groups, international levels. All groups visited highly urbanized areas and, with the exception of the one- and two-year program groups in Pennsylvania, they visited developing nations. Supplementing the on-campus study, the travel seminars appear to have provided a broadening experience that helped the participants become more aware of different governmental processes and the problems of major cities, other parts of the United States, developing nations, and other cultural groups.

Both the "classroom" and travel sessions required participants to use the knowledge they acquired through seminars, readings, and discussions. During the sessions, for example, participants were responsible for carrying out group projects related to the analysis of public problems, delivering speeches and preparing written material, and managing program activities. Participants were also responsible for maintaining group discipline during the seminars. While on travel seminars, the participants were exposed to many of the public issues and processes they had analyzed in the classroom.

Fellowships enabled the participants to become engaged in these educational experiences. The fellowship awards covered most costs of the educational program, including tuition, room, board, and travel expenses during the seminars.

Lastly, the participants were actively involved in evaluating the usefulness of the program topics, the quality of the presentations,

[1] The only exception to this was in Pennsylvania where up to 36 participants were selected for each group and the two regional programs were merged for the second year of the two-year programs.

and the design of classroom and travel seminars. The length and intensity of the program enabled participants to critique each other's performance.

The common components of the four educational programs are consistent with principles identified as important for adult learning (Knowles, 1960: 58-62). First, the programs were problem-centered. They focused on the analysis of public problems that were local, statewide, national, and international in scope, as well as on the individual leadership and communication concerns of program participants. Second, the programs were experience-centered. The participants had some experience with many of the public problems which were considered during the seminars, and the variety of experience-based educational methods provided new insights and understanding about these issues. Third, the experiences appear to have been meaningful to the learner as indicated by the positive ratings on the self-assessment items related to the program. Finally, the participants were encouraged to look objectively at the experience, because each program provided opportunities for them to evaluate content, methods, and resource persons.

The Participants

Each program's staff felt that a diverse group of participants was a key ingredient for learning. Although the program staffs took pride in having a good mix of participants, what was defined as a "good mix" varied according to program purposes. For example, in the Michigan work, coordinators wanted to provide a broadening educational experience for future farm leaders; therefore, they tried to assure that each group represented a cross-section of Michigan's agriculture. On the other hand, in the Montana activities, organizers wanted to provide a broadening educational experience for future public affairs leaders; therefore, they worked to assure that participants in each group represented a cross-section of Montana communities. In both cases, a diverse group of participants was identified as being an important part of the setting in which maximum learning could occur through interaction between fellow participants.

In addition to being representative of different aspects of the population that each program was attempting to reach, each class of participants shared other characteristics. The participants were

generally between 20 and 45 years of age so that they would have many years in which to apply what they learned through the program. Persons selected had to demonstrate that they possessed qualities for leadership in agriculture and/or public affairs, and a strong interest ad commitment to either of these areas.

Commitment

A third element that contributed to the success of the programs was the commitment of project staff to the attainment of program goals. All of the programs were administered by professionals who were either directly or indirectly aligned with the Cooperative Extension Service or the college of agriculture within their respective institutions.[2] The level of supportive resources allocated to each program indicates there was a high level of institutional and administrative support for the leadership development programs.

To develop the above described educational programs, project staff frequently worked many hours making detailed arrangements for the classroom and travel seminars. Based on discussions with program managers, and reviews of program literature and other documentation, key personnel were highly identified with their respective programs, and they were professionally and personally close to the participants.

Each project manager was concerned with the program's image and with making future programs more successful. In this regard, another important factor influencing the successful operation of the program was the length of time that key personnel were associated with the program. The project managers were generally associated with the programs for several years. Project managers and program coordinators were committed to producing an educational program of the highest quality; they learned from experience and translated that knowledge into better programs.

Summary

In summary, we considered the following characteristics of the leadership programs to be essential for their success: an "intensive" and "extensive" educational program that focused on the analysis

[2] The only exception to this was in the case of the California program director who was employed by a nonprofit educational foundation. Program coordinators in each of the cooperating universities in California met these conditions.

of public problems, participants who showed potential for leadership and an interest in agricultural and/or public affairs, and commitment on the part of program personnel and the involved institutions.

The central aim of each program was to encourage the development of effective and responsible agricultural and/or public affairs leaders. The participants were as diverse as possible within the framework of the population each program was designed to serve, and they were younger adults who showed the promise for future leadership. The programs consisted of "live-in" workshops and seminars which generally included national and international travel and provided for major expenses through fellowship awards. The educational designs were experience-based and included topics from the social sciences and humanities. Seminars and workshops were led by experienced resource persons from universities, government, and the private sector. The participants could evaluate the program as well as each other's performance.

These components were the common threads of a program model that produced the anticipated results. A high level of staff and institutional commitment to the attainment of program goals was essential for the program model's success.

Goal-Related Program Effects

The "lessons learned" from finding goal-related program effects center on the extent to which three program goals were attained. These goals were to: 1) increase the involvement of agricultural and rural leaders in public affairs activities, 2) improve the problem-solving and leadership skills of agriculturalists and persons residing in rural areas, and 3) expand extension programming in public affairs education and rural leadership development at land grant educational institutions. The summary of what was learned about the attainment of these goals is organized around the goal-associated research questions.

The reader is cautioned that this study's findings were based on an assessment of similar programs that were conducted in unique settings. The differences in settings were of particular concern when assessing Goals 1 and 3. The states varied on a number of factors, such as population size and density, urbanization, and election processes, all of which might have influenced changes in involvement in public affairs activities and the expansion of exten-

sion programs in ways we could not determine. In addition, each program's organizational structure was different and each institution had been involved differently in conducting rural leadership development and public affairs education programs prior to beginning the statewide programs.

The magnitudes and types of change in organizational participation were analyzed in order to compare the outcomes of the four statewide programs. Because of the difference in program settings, these data were not used to judge the relative effectiveness of each program. Similarities in program outcomes were used as the basis for making judgments about overall program effectiveness, because they indicated whether similar programs could produce similar outcomes in different settings. Any differences in outcomes were carefully examined and documented because they could indicate what might be expected under varying program conditions.

Increased Participation in Public Affairs Activities

Evaluators from Washington State University were first interested in whether or not the program participants became more involved in public affairs activities. To answer this question they assessed changes in memberships and officerships between a pretest and posttest in three types of public affairs organizations: government and quasi-government public service organizations, voluntary public service organizations, and political parties and related interest groups.

Evaluators were also interested in whether or not persons in the more extensive programs with national and international emphases became more involved in public affairs activities at regional or higher geographic levels than persons who received training with primarily a local emphasis. To respond to this question, the evaluators assessed whether the respondents were affiliated with organizations operating at regional or multicounty, state, multistate, national, or international levels. Pennsylvania was the only state with programs that focused primarily on local issues; however, for comparative purposes an analysis of changes in affiliations with organizations operating at regional or higher levels was conducted in the assessments of other statewide programs.

To judge whether the respondents showed increases in organizational participation that could be attributed to the program, participants in Pennsylvania were compared with members of a

nonparticipant group from that state. Since nonparticipant comparison groups were not available in the other three states, a comparison was made on the average changes registered by participants in the three-year statewide programs to determine if similar patterns of change occurred.

It was possible that changes in participant behavior could have been produced by factors other than the program experience, therefore, the evaluators also assessed whether the observed patterns of change in organizational participation were due to specific pre-existing differences between groups. Factors taken into consideration were age, sex[3], socioeconomic status, family income, and pretest participation on each measure of change in organizational involvement being assessed. Because other factors, such as motivation and family size, could influence change in organizational participation, caution is recommended when interpreting study results.

Running for public office was used as a further indicater of the extent to which program participants increased their involvement in public affairs activities after completing the program. This measure of involvement also provided information about the geographic level of the office for which the participant ran. Since the question referred to running for public office after completing the program, it was not asked of the Pennsylvania comparison group members.

ORGANIZATIONAL MEMBERSHIPS — Analysis of the data revealed that members of the Pennsylvania comparison group showed slight average decreases from pretest to posttest in the number of memberships in public affairs-related organizations. Pennsylvania one-year program respondents did not generally increase their involvement in public affairs activities; they showed only slight average membership increases in government public service organizations. Except for the three-year program respondents, the Pennsylvania program had little effect on increasing graduates' participation in political organizations. Respondents in the Pennsylvania two- and three-year programs did show substantial average membership gains in public service organizations, particularly those which have legal authority to act on behalf of the citizenry.

[3]Sex was not considered in the between-states analysis because the California and Michigan programs did not include women.

erage gains which were similar to those registered for the Pennsylvania three-year program respondents.

In voluntary public service organizations operating at regional or higher levels only the California respondents showed sizable gains. Average gains in this organizational type registered for the other longer program respondents ranged from negligible to slight and the Pennsylvania three-year program respondents registered slight average declines. Overall, gains registered for political organizations operating at regional or higher levels were either inconsequential or negligible and two groups even registered average declines.

RUNNING FOR PUBLIC OFFICE — Nearly 42 percent of the Michigan respondents ran for public office, while just over 30 percent of the Montana respondents, nearly 20 percent of the California respondents, and just over 6 percent of the Pennsylvania respondents ran for office (See Table 6.1). Many respondents were elected to the offices for which they ran, and time may have been a factor in their being elected. About 50 percent of the persons who ran for office in Pennsylvania, Montana, and California were elected, while about 60 percent of those running in Michigan were elected.

Many of the offices sought by program graduates were legislative positions at county and local levels of government; in Michigan and California many of those who ran for office were interested in school board directorships. Government study commission positions were sought by about 40 percent of the Montana respondents who ran for public office. Only a few respondents ran for state level political posts (primarily in Michigan and Montana); none sought national office. Thus, a sizable number of respondents ran for public office, particularly in Michigan, and the offices sought were generally at county, district, and local levels.

Increased Leadership and Problem-Solving Skills

A series of self-assessment statements were used as the basis for investigating the extent to which the participants felt that their leadership and problem-solving skills had been improved. Two supplementary self-assessment questions asked whether the program made a difference in the graduates' lives and whether or not they would again take the time to participate in the program if given another opportunity to do so. Respondents were also asked to explain their responses to the supplementary questions. There

When comparing the three-year statewide programs, the adjusted average changes in memberships in government and voluntary public service organizations could not be estimated because of statistical complications. However, using the unadjusted averages it was discovered that in varying degrees, respondents from all three-year programs had substantial average increases in memberships in both types of public service organizations. The largest increases in organizational memberships were again registered in government organizations. Gains in voluntary public service organizations were generally smaller but still impressive, with the exception of the Michigan respondents, who had slight average membership gains. Membership gains in political organizations were generally negligible.

ORGANIZATIONAL OFFICERSHIPS – Analysis of changes in officerships in public affairs-related organizations revealed there were some differences in the rates of change between groups. Respondents in the Pennsylvania comparison group and the one-year program either had average declines from pretest to posttest or slight officership gains in all three organizational types. The Pennsylvania two- and three-year program respondents and the California and Montana respondents registered similar gains in officerships in government public service organizations of approximately .30, while the average gains for Michigan respondents were nearly twice as large (.57). Slight average gains in officerships in voluntary public service organizations occurred for respondents in the Pennsylvania three-year, California and Montana programs, while Michigan respondents essentially had no average changes in officerships and the Pennsylvania two-year program respondents had sizable average declines.

PARTICIPATION IN PUBLIC AFFAIRS ACTIVITIES AT REGIONAL OR HIGHER LEVELS – When analyzing changes in affiliations with public affairs-related organizations operating at regional or higher levels for the Pennsylvania respondents, gains were found to be mainly limited to government and quasi-government public service organizations. The gains, however, did not completely reflect the geographic levels that the program emphasized. Members of the comparison group showed average losses and respondents in the one-year program showed slight gains. Respondents in the Pennsylvania two-year program showed the largest average gains, while average gains for the three-year program respondents were somewhat smaller. Respondents from the other states showed av-

Table 6.1 A Comparison of Behavior Directed at Running for Political Office by State

Action	Percent[1] of Respondents Running for Political Office by State			
	Penn.[2]	Calif.	Mich.	Mont.
Respondents who have run for political office	6.12	19.58	41.94	30.56
Number of times respondents have run for political office				
once	4.42	14.69	32.26	26.39
twice	1.70	4.90	6.45	4.19
three to five	0.00	0.00	3.23	0.00
Number of offices to which respondents were elected				
one	3.74	11.89	25.81	16.67
two	0.68	2.80	5.65	0.00
three to five	0.00	0.00	1.61	0.00
Type of political office for which respondents ran				
Legislative	3.74	2.80	31.45	11.11
Administrative	0.34	2.10	0.81	2.78
Government Study Commissions	0.68	0.00	4.84	12.50
School Board Director	1.36	15.38	16.13	2.78
Political Party	1.36	3.50	0.00	0.00
Board of Elections	0.34	0.00	0.00	0.00
Judicial	0.00	0.00	0.00	2.78
Level of political office for which respondents ran				
Local	4.76	16.78	36.29	19.44
County	1.36	4.90	12.10	5.56
Regional or multicounty	0.00	0.00	0.00	0.00
State	0.34	0.00	5.65	6.94
Multistate	0.00	0.00	0.00	0.00
National	0.00	0.00	0.00	0.00
Cannot determine	1.36	1.40	1.61	2.78

[1]Percentages are based upon the total number of respondents in each state: Pennsylvania = 294, California = 142, Michigan = 124, and Montana = 72.

[2]The one-, two-, and three-year program respondents are combined into one group.

were no pretest measures of leadership and problem-solving skills; therefore, the self-assessment items were used to provide insight into the effects of each program on the development of such skills.

It must be pointed out that the responses to the self-assessment questions could be biased because of a halo effect; that is, participants might be inclined to evaluate favorably a program in which

they invested a considerable amount of time. On the other hand, the findings based on the self-assessment items were consistent with the results of the analysis of changes in organizational participation, and they provided useful insights into other likely effects of the four programs.

In general, responses to the self-assessment items indicated that participants felt the program experience substantially increased their leadership and problem-solving skills. In addition, the respondents indicated that the program experience increased their interest in public affairs and their feelings of independence, growth, and self-worth as persons; broadened their interest in community problems and issues; increased their desire to concentrate on specific issues rather than getting involved in many; and helped them gain confidence in their long-range future as participants in public affairs.

In answering the two supplementary self-assessment of program effects questions, 85 percent of the respondents indicated the program had made a difference in their lives and 91 percent reported they would participate again if given the opportunity to do so. Only three percent reported they would not participate again. Written responses to these questions emphasized that program participation increased self-confidence, broadened horizons, enhanced understanding of community and/or society, improved interpersonal relationships, and improved skills for leadership in group action.

Expanded Educational Programming in Public Affairs and Rural Leadership Development

A final concern in conducting the goal attainment part of the assessment study was whether new educational programs had been developed and whether resources had been expanded in the areas of public affairs education and rural leadership development within the involved educational institutions. Reports prepared by project managers indicated there were some differences between the states in this area. In Montana and California the statewide programs were still operating at the time the study was conducted. In Michigan and Pennsylvania the statewide programs did not continue after the completion of Kellogg Foundation funding; however, several spinnoff programs were developed which were still in operation when the assessment study was conducted.

According to an analysis of the project managers' reports, the statewide program was continued beyond the point of Kellogg Foundation assistance where a strong base of support for the program had been developed, and where it was politically and economically feasible to finance it. Such was the case in California where the agricultural industry played a strong role in operating the program, had sizable financial resources for supporting its continuation, and made the necessary allocations. The statewide program was also continued in Montana, where the state legislature made a special appropriation to provide financial assistance for the program. In this case, a broad base of program support within the state could be developed because the program was made available to all Montanans who met the acceptance criteria, regardless of their place of residence.

Although the statewide programs were not continued in Pennsylvania and Michigan, numerous spinoff programs were developed in these states with goals and educational objectives similar to the statewide programs. These included county-based educational programs for citizens and public officials and programs for college students. In both states, a strong public service educational program in community development was already available through the Cooperative Extension Service. In Pennsylvania, where the program was primarily conducted by a large faculty with public service responsibilities, a series of related educational materials was developed for use within the state and made available for use in other educational institutions. It should also be noted that in Montana, where the program became an integral part of the Cooperative Extension Service, related educational programs of a smaller scale than the statewide program were also developed and they continued to be conducted as part of an overall educational program in public affairs and rural leadership development.

Common to all states was the formation of alumni groups to maintain communication links between program graduates and to provide continued educational opportunities.

Other Program Effects

Participation in Other Types of Nonprofit Organizations

Since a large proportion of the respondents in the overall assessment study were farmers or the spouses of farmers and some

respondents were professionals, changes in participation in economic associations and professional societies also were examined. These associations, along with the three types of public affairs-related organizations used to assess the attainment of Goal 1, are classified as instrumental organizations because they are formed to achieve some condition or change in part of society.

On the other end of a continuum of nonprofit organizations are expressive organizations, associations whose primary purpose is to express or satisfy the needs of their members. Since changes in participation in instrumental organizations may lead to changes in participation in expressive organizations, possible program effects upon participation in expressive and mixed purpose organizations also were considered. Organizations that have either expressive purposes or a mixture of expressive and instrumental purposes were combined into a single broad category which included fraternal organizations and nationality groups, social clubs and recreation associations, religious organizations, and veterans and patriotic organizations.

As in the assessment of changes in participation in public affairs-related organizations, the analysis of participation in other types of nonprofit organizations considered whether any patterns of change were due to specific pre-existing differences between groups. Again, this analysis generally further validated the pattern of average changes in organizational participation which had been observed.

ECONOMIC ASSOCIATIONS — Substantial average gains in the three dimensions of participation in economic associations generally occurred for respondents in the longer programs. In fact, economic associations were second to government and quasi-government public service organizations in the size of the average gains registered from pretest to posttest.

On the memberships dimension, respondents in the Pennsylvania two- and three-year programs showed substantial average increases, while members of the Pennsylvania comparison group and the one-year program respondents showed average declines. The evaluators could not make estimates of the average changes in economic association memberships for respondents in similar statewide programs when controlling for specific differences between groups because of statistical complications; but using unadjusted averages they found modest to substantial average increases were registered for respondents in the three-year statewide pro-

grams. It should be noted that at the time of the pretest, out of all of the organizational types examined, the respondents showed their highest levels of involvement in economic associations. The assessment of changes in memberships indicated that between the pretest and posttest, many respondents increased their involvement in economic associations.

On the officerships dimension, members of the Pennsylvania comparison group and respondents in the one-year program showed average declines. Surprisingly, respondents in the Pennsylvania two-year program also showed average declines. Respondents in the Pennsylvania three-year and California programs showed sizable average officership gains, while the average gains for the Montana and Michigan respondents were slight to modest. Overall, it was found that respondents in the three-year programs were becoming more involved in formal leadership positions in economic associations such as farm organizations.

Respondents' affiliations with economic associations operating at regional or higher levels showed patterns of change that were somewhat different than those shown on the other two dimensions. Members of the Pennsylvania comparison group and respondents in the one-year program showed average declines, while respondents in the Pennsylvania two- and three-year programs showed sizable average increases. The California respondents registered substantial average gains, while the Michigan and Montana respondents had slight average gains. Thus, to varying degrees, respondents in the longer programs were becoming more involved in leadership positions in economic associations of a broader scope, including such positions as state director of a farm organization.

Average gains on all dimensions of participation in economic associations were consistently sizable for respondents in the California program, while the average gains varied for respondents in the other three-year statewide programs. The differences in outcomes on economic associations could have been due to several factors such as respondent characteristics and differences in the number of economic associations in each state. California agriculture is highly diversified relative to the other three states; therefore, it is possible there are more agricultural interest groups associated with it than in the other three states.

EXPRESSIVE/MIXED PURPOSE ORGANIZATIONS—Strong evidence did not suggest that, as involvement in instrumental organizations increased for program graduates, their participation in expressive/

mixed purpose organizations decreased. Generally this was only the case for respondents in Michigan, where average declines were registered on all three dimensions of participation in this organizational type. Except on the officerships dimension, members of the Pennsylvania comparison group showed slight declines or no change. Respondents in the Pennsylvania one-year program, as well as respondents in the Pennsylvania two-year program, also showed declines on the officerships dimension. However, respondents in the Pennsylvania three-year program and respondents in California and Montana programs showed slight to modest average gains in participation in expressive/mixed purpose organizations on the three dimensions considered. Thus, there was no basis for concluding that a transfer of affiliations occurred between expressive and instrumental organizations as increased involvement occurred in the latter type.

Male-Female Differences in Organizational Participation

Given the widespread interest in increasing the participation of women in public affairs, a comparison was made to see how the leadership development programs effected men and women. Analysis of sex differences was limited to the Montana and Pennsylvania programs since these were the only ones that included women.

When male-female changes in participation were compared in Pennsylvania and Montana, several distinct differences were observed. As indicated above, in Pennsylvania increases in participation were registered only for respondents in the two- and three-year programs. In the Pennsylvania comparison group and the one-year program, male and female respondents showed average declines or negligible gains in participation from pretest to posttest.

In both states, women in the longer programs showed greater average gains in participation in government organizations and participated more in voluntary public service organizations at the time of the pretest and the postest than men. On the other hand, women in those states showed lower levels of participation in economic associations at the time of the pretest and the posttest than men. Both sexes showed low levels of participation in political organizations. In expressive/mixed purpose organizations, men

from both states showed greater and more consistent average gains in participation than women.

Overall, females showed higher levels of involvement and more substantial gains than the males in participation in public service organizations; lower levels of participation in economic associations but an indication of gains; and in contrast to the males, declines in expressive/mixed purpose organizations. Given the small number of cases in subgroups when the statewide program groups were divided into males and females, this data does not necessarily mean that the differences observed will occur between male and female participants in future programs of this type. Nevertheless, there were observable differences in organizational participation between men and women, and these differences should be considered by persons interested in increasing the participation of women in public affairs.

Self-Assessed Program Effects Unspecified in Program Goals

Several additional self-assessment items were included on the postprogram questionnaire to investigate whether the program may have affected specific areas of life that were unspecified in program goals and educational objectives. The areas of life considered were different participation priorities, advancement in public affairs at specific geographic levels, and career-related effects.

PARTICIPATION PRIORITIES — Respondents generally indicated that the program increased the priority they placed upon involvement in social services, economic development, and environmental improvement activities, and increased their desire to serve the common good. The programs had little, if any, impact on participation in religious activities. Responses to the item on flexibility in family roles indicated that many respondents increased their willingness to take on family roles that were traditionally defined for the other spouse, as a result of program participation.

ADVANCEMENT IN PUBLIC AFFAIRS — The Pennsylvania one- and three-year program respondents did not complete a postprogram questionnaire containing the advancement in public affairs items. Responses to these items for graduates of the other programs indicated that the greatest advancement occurred at local, county, and state levels, with only a few respondents indicating advance-

ment in national and international public affairs activities. This response could be expected because of the limited opportunities for direct involvement in public affairs at national and international levels. The responses to these self-assessment items gives further support to previous findings based upon direct measures of participation in organizations operating at regional or higher geographic levels.

CAREER-RELATED EFFECTS — The pattern of response to the occupation-related items indicated that the programs had a generally positive impact upon careers. Although some participants reported that the program led to decreased satisfaction with the jobs they held when they began participating in the program, a high proportion of the program graduates noted that the experience led to greater competence in their careers and increased their advancement toward occupational goals. Since many of the educational methods used during the on-campus workshops were similar to those used in personal development programs, the knowledge gained in the program could be used in a variety of situations requiring leadership skills.

Non-Attainment of Goal 1 for The Pennsylvania One-Year Program

As previously discussed, respondents in the Pennsylvania one-year program showed only slight average gains or negligible changes in organizational participation from pretest to posttest. Slight average gains were registered only for participation in government public service organizations, the organizational type for which respondents from the longer programs registered substantial average gains. Although this slight average gain for the one-year program respondents contrasted with a slight average decline for the comparison group members, the gain was not large enough to indicate that the one-year program increased the participants' involvement in public affairs activities. This is especially true since the one-year program respondents showed sizable average declines in memberships in voluntary public service organizations, while respondents in the other two Pennsylvania program groups registered substantial average increases on this measure of participation. Since relatively few respondents from the Pennsylvania programs were involved in political organizations, the evaluators did not consider any of the average differences among respon-

dents in these programs large enough to warrant consideration in judging the one-year program.

Respondents in the Pennsylvania one-year program even showed slight to modest declines in participation in economic associations and expressive/mixed purpose organizations. Thus, there was an overall tendency for the one-year program respondents to decrease their participation in nonprofit organizations from pretest to posttest.

The Pennsylvania one-year program failed to attain Goal 1; an examination of the program's design points to several possible reasons. The one-year program was generally conducted in three regional locations, with about 36 participants in each regionally-based group. Thus, up to 108 participants were in each one-year program class in Pennsylvania. At the completion of the one-year program all of the graduates could apply for an additional two-year program which was national and international in scope, but only the 36 participants who were most highly ranked by fellow participants and members of a selection committee were chosen.

Given the process of selection into the additional two-year program, persons who were not selected could have developed negative feelings about their leadership abilities. It is also possible that the persons selected for the advanced program were more likely to be individuals who would become involved in public affairs activities to a greater extent than persons who were not selected. Whatever the reason, a one-year program followed by the rigorous selection of some graduates into a more advanced program does not produce the desired results of increasing the one-year program graduates' participation in public affairs activities. It was not possible to assess whether the one-year program's length or the selection process was the problem. Further evaluations of one-year programs would have to be undertaken in order to make adequate judgments about their success.

Strain and Tension Between Some Respondents and Other People

For some of the respondents, the program increased strain and tension in their families, between themselves and their peers, and between themselves and older community leaders. In the three Pennsylvania programs, as program length increased the percentage of persons in each group reporting increased strain and ten-

sion in these areas of life increased. However, in no case did a majority of the respondents indicate that strain and tension with other people increased as a result of program participation. About 50 percent of the respondents indicated that the program had no effect upon these areas of life and in some programs about 25 percent of the respondents indicated that strain and tension with other people actually decreased as a result of program participation.

It is difficult to link the reported strain and tension with peers and older community leaders to specific aspects of the program. It is possible that the graduates might have pushed too fast for change within their local groups. Strain and tension within the family could have resulted from the participant being away from home a great deal during the seminars or from changing in different ways than his/her spouse. The finding of strain and tension between some respondents and other people, particularly within the family, should be considered by persons planning and implementing programs of this type.

Summary of the Lessons Learned

Goal-Related Program Effects

1. **Statewide public affairs leadership development programs that were at least two years in length increased the involvement of many program graduates in related public affairs activities.** These activities included new memberships and officerships in government and voluntary public service organizations.
2. **Statewide public affairs leadership development programs which focused on the analysis of national and international public issues increased the involvement of many program graduates in public affairs activities that were at least regional in scope.** These activities included appointments on regional planning commissions and health councils.
3. **Statewide public affairs leadership development programs increased the leadership and problem-solving skills of program graduates.** These skills included a broadened understanding of society; enhanced confidence as a participant in public affairs; increased feelings of independence, growth, and self-worth; greater knowledge of resources; and appreciа-

tion of the importance of fact-gathering; greater awareness of the connections among problems; and an increased ability to use group skills in community life.

4. **Educational institutions involved in conducting statewide public affairs leadership programs expanded their extension programming in public affairs education and leadership development.** This expansion included alumni groups formed to continue the education of the statewide program graduates and to maintain associations developed during the program, county, and regionally-based public affairs leadership programs for elected officials and other citizens, and the continuation of the statewide public affairs leadership development program. The development of spinoff educational programs at the involved educational institutions appeared to be related to the type of public service commitments made by the organization responsible for conducting the program and the resources available for program development and delivery. Continuation of the statewide program beyond the point of Kellogg Foundation assistance appeared to be related to the development of a strong base of support for the program and whether the program was considered to be economically feasible.

Other Program Effects

1. **Statewide public affairs leadership development programs increased the involvement of many program graduates in economic associations.** This involvement included joining new economic associations, becoming an officer in a farm organization in which the graduate was already a member, and being elected to serve on the state board of an economic association.
2. **Statewide public affairs leadership development programs increased the involvement of their graduates in expressive organizations, such as social and fraternal groups.** Although one statewide program group and the groups of female participants showed average declines in participation in expressive organizations, evidence was not generally found to indicate that participation in expressive organizations will decrease as participation in instrumental organizations increases.

3. **Based upon more limited data, female graduates of statewide public affairs leadership programs generally increased their involvement in public service organizations to a greater extent than male graduates.** The females were less involved in economic associations than males, but as a result of the program experience they increased their participation in such organizations. The female graduates became less involved in expressive organizations as a result of program participation, while male graduates became more involved in such organizations.
4. **Statewide public affairs leadership programs affected the participation priorities and careers of program graduates.** These priorities included participation in social services and environmental improvement activities; while effects on careers included greater competence and increased advancement toward occupational goals.
5. **A one-year statewide public affairs leadership program followed by the rigorous selection of some graduates into a more advanced program did not produce the anticipated results of increasing the one-year program graduates' participation in public affairs activities.**
6. **Exposure of only one spouse to learning experiences in a statewide public affairs leadership development program led to strain and tension in family life for some program graduates.**
7. **Participation in a statewide public affairs leadership development program led to strain and tension between some program graduates and their peers and older community leaders.**

Theoretical Considerations

Since substantial behavioral changes were found among many respondents who participated in the longer programs, different theories of behavior that might help explain these changes were examined. The leadership development programs were designed to help participants learn new behavior and skills that would enable them to participate more effectively in public affairs. From this perspective the evaluators believed that role theory, motivation

theory, and social exchange theory provided plausible explanations of the observed behavioral changes, and helped to link these changes to aspects of the educational program. These theories are summarized below as they relate to the learning experiences provided through the leadership development programs.

Role Theory

Research on the learning of new roles indicates that this learning is facilitated by specific conditions, including a similarity of the new role to past roles, consensus on the new role, isolation from other groups or competing roles while role-learning is taking place, and orientation toward a new reference group (Secord and Backman, 1974). The leadership development programs helped satisfy the above conditions in a number of ways. First, all programs selected persons who already displayed leadership qualities and characteristics. Thus, the program participants were not breaking with past roles nor learning an entirely new role, but they were expanding past roles.

Second, the leadership development programs provided a consensus on the general roles involved, i.e., persons were chosen because they were viewed as present or potential leaders by the selection committee. A program participant might then be perceived in a public affairs leader role or moving in this direction by program leaders, other participants, persons in his/her community or voluntary associations, and by the participant himself/herself. Agreement by others on this new role of public affairs leader then established a new or expanded set of role expectations which the participant would try to fulfill.

Third, through campus seminars, workshops, and travel experiences the leadership development programs temporarily isolated participants from other, possibly competing, roles. During the organized sessions the participants were away from the job, family, and local organizations. While participating in the program, these other roles became less pressing, and the participant could concentrate more fully upon learning new leadership roles.

Finally, while involved in the program, participants became oriented toward a new reference group — other participants and leaders of government, voluntary associations, and industry — who endorsed the new role and established new role expectations. Frequently, program graduates kept in touch with at least parts of

this reference group by organizing alumni groups, contacting friends from the program, and by associating with established leaders met during the workshops and travel seminars. This continuation of the reference group would further reinforce behavioral changes which were encouraged during the leadership development program.

Motivation Theory

The leadership development programs were also a source of motivation toward increased participation in public affairs and leadership roles. As discussed above, the programs exposed the participants to complex public problems, and they provided experiences that were needed for taking leadership roles to help solve these problems. Developing an understanding of the issues and of how public problem-solving systems work (or should work) could serve as a motivating force within the lives of the participants.

Research on motivation indicates that if a person has had experience with a given activity, he/she will know more about what to expect and might, therefore, set higher goals for the future (Deutsch and Krauss, 1965). An individual's most recent success or failure would have an especially important influence on motivation for future achievement in the same area. In addition, individuals are more likely to be motivated to achieve a goal if they have had some success in the past and/or if they can see a way of achieving that goal. On the other hand, persons will not be motivated toward achieving even a desired goal if they have failed in that area or if they can see no way of attaining that goal (Deutsch and Krauss, 1965). Thus, participants in the two- and three-year programs who received positive leadership experiences would be motivated to increase their participation in public affairs. On the other hand, persons completing the Pennsylvania one-year program who were not selected for the program which emphasized the analysis of national and international issues could likely have readjusted their goals for involvement in public affairs activities based upon that experience. This might explain why the one-year program participants in Pennsylvania showed average declines or little change on most of the measures of organizational participation considered in the assessment study.

Social Exchange Theory

Aspects of social exchange theory may also be helpful in explaining why participants increased their organizational activities. This theory views behavior as a function of costs and rewards. According to social exchange theory, a person will engage in an activity if rewards are thought to exceed costs. If he/she believes that costs will exceed rewards, the activity will be avoided. The most obvious costs associated with increasd participation in leadership roles and public affairs activities are the time and work devoted to organizational and community activities. These costs may be exceeded by rewards experienced by participants during program participation and while serving in subsequent leadership roles. Such rewards might be the high esteem of others, expressions of verbal appreciation, even knowing the social usefulness of one's activities (Thibaut and Kelley, 1959; Blau, 1964; Homans, 1961; Slocum, 1956). The programs stressed the importance of serving in the public interest, and a high degree of praise and appreciation was expressed for achievements in public affairs. Both the Kellogg Extension Education Program and the California Agricultural Leadership Associates newsletters regularly featured announcements about the accomplishments of program graduates in public affairs and other leadership roles. If recognition is viewed as a reward, then respondents' participation changes can be partly explained by social exchange theory.

Summary

Each of these theories provides an explanation of how different aspects of the program model, as well as postprogram experiences, could lead to the behavioral changes shown in the data analysis. The leadership development programs provided participants with experiences that included aspects of learning new roles and problem-solving pocesses, acquiring motivation to achieve new and different roles, developing a broadened understanding of important public issues, and positive experiences in working with other leaders. In addition, being identified as a graduate of the leadership development programs could change the role expectations of established leaders and members of organizations in which the program graduates are involved. Considered separately or together, these factors would be expected to produce behavioral change.

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Chapter VII

CONCLUSIONS

Although both theoretical and empirical data indicates that the educational model used in the four leadership development programs will lead to increased participation in public affairs-related organizations as well as other voluntary associations, there is no way of being certain that the model will work under different conditions and for other populations. However, for the group of agricultural and rural leaders involved in the four leadership programs, it appears that the programs did produce real changes in behavior. Although random assignment to groups was not used and related threats to the validity of the findings could have been operating, evaluators were confident in the study results because a similar pattern of effects was generally found in four different states with different types of program participants. These findings were confirmed when the influence of specific *known* pre-exiting differences were eliminated between groups in respondent characteristics related to participation in voluntary associations and public affairs activities. Thus, with the exception of the one-year program in Pennsylvania, the programs successfully attained the goal of increasing participation in public affairs activities.

The study also found evidence that the programs increased participants' leadership and problem-solving skills, pervasively affected many other areas of life ranging from increased strain and tension in some families to improving career competence, and expanded extension programming in public affairs education and rural leadership development at the sponsoring institutions. Although the evidence on which these conclusions are based was obtained from postprogram self-assessments made by program participants and representatives, these data indicate what policy makers and educational program planners can expect from future statewide public affairs leadership development programs.

Recommendations

Based upon the results of this assessment of four experimental statewide public affairs leadership development programs, four recommendations are proposed for consideration by educational policy makers.

1) to stimulate participation in public affairs on the part of men and women who show potential for leadership, statewide public affairs leadership development programs should be undertaken by educational institutions with public service responsibilities.
2) to improve the problem-solving and leadership skills of men and women who show potential for public affairs leadership, statewide adult education programs in public decision-making and leadership skills development should be undertaken by educational institutions with public service responsibilities.
3) to increase the participation in public affairs on the part of younger adults, women, and other persons who may not be active in public affairs; individuals with such characteristics who also show potential for leadership should be encouraged to participate in a statewide public affairs leadership development program.
4) to stimulate the development of new extension programs related to public affairs and leadership development, educational institutions with public service responsibilities should be encouraged to initiate statewide public affairs leadership development programs.

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Public

Affairs

Leadership

Development

An Impact Assessment
of Programs Conducted
in California, Michigan,
Montana, & Pennsylvania.

EXECUTIVE SUMMARY

These programs,
& their assessments,
were assisted
financially through
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W.K. Kellogg Founda-
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This study was assisted financially through a grant from the W. K. Kellogg Foundation. It was undertaken to assess the extent to which four statewide experimental public affairs leadership development programs attained common program goals.

The study was developed under the guidance of an advisory committee comprised of representatives of the educational institutions which sponsored the leadership development programs and the Kellogg Foundation. The four institutional representatives serving on the committee were: Dr. Verne W. House, Montana State University; Dr. Ralph E. Hepp, Michigan State University; Dr. Kenneth P. Wilkinson, Pennsylvania State University; and Dr. Gene E. Rapp, California Agricultural Education Foundation. Representing the Kellogg Foundation was Dr. Gary W. King. Also serving on the advisory committee was Dr. Anne S. Williams, Montana State University.

Dr. Robert E. Kinsinger, Vice President for Programs, W. K. Kellogg Foundation, served the study as liaison with the Foundation.

Consultants to the study were: Dr. Rex H. Warland, Pennsylvania State University; Mr. Michael J. Sullivan, Consulting Sociologist; and Dr. Don A. Dillman, Washington State University.

BETWEEN 1965 AND 1976, more than 700 rural leaders participated in one of four statewide public affairs leadership development programs. These programs were conducted by educational institutions in California, Michigan, Montana, and Pennsylvania, with the W. K. Kellogg Foundation providing financial assistance. The programs were designed to achieve three goals:

1. Increase participation in public affairs activities on the part of young men and women from rural areas who show potential for leadership.
2. Improve problem-solving and leadership skills of farmers and persons residing in rural areas.
3. Expand Extension programming at land-grant universities in the areas of public affairs education and rural leadership development.

The question that concerned educational policy makers and that led to and guided an assessment of the programs was: How did these programs affect the participants and the involved institutions? In 1976, an extensive four-state program assessment study was undertaken to answer this question by focusing on whether the major program goals were attained. The study's conclusions were based on data relating to changes in program graduates' participation in public affairs-related organizations, on graduates' evaluations of how the program experience affected their lives, and on project managers' reports about how the program affected the sponsoring educational institutions. This executive summary highlights the assessment study's findings.

PROGRAM, PARTICIPANT, AND INSTITUTIONAL CHARACTERISTICS

The first program began in 1965 when the Kellogg Foundation provided Michigan State University's College of Agriculture with a five-year grant to organize a leadership development program for Michigan farmers. In 1970, similar programs were funded in California and Pennsylvania. The California program included persons in agricultural-related occupations and professions, while the Pennsylvania program was expanded to include other professionals, homemakers, and persons in rural nonfarm businesses. In 1971, the Montana State University Cooperative Extension Service began a leadership development program for men and women from throughout Montana.

Although the programs were established separately, they shared several common elements. Each program recruited participants between the ages of 20 and 45. The participants were chosen, in part, for their demonstrated leadership performance or for indications of their leadership potential, and for their demonstrated interest in agricultural and/or public affairs.

Those chosen participated in educational programs which included "live-in" workshops and travel seminars. The workshops were similar to conference-style executive development programs and lasted from three to five days. The travel seminars were conducted at state, national, and for many groups, international levels. In most states the programs were three years in length, but the Pennsylvania program included one-, two-, and three-year educational programs.

In each program, both workshops and travel seminars were aimed at providing participants with an understanding of the social, economic, cultural and political dimensions of public problems and the ways in which public policy is developed and group action is initiated. Major public problems analyzed included poverty, world hunger, inflation and the problems of major cities. Specific workshops and seminars were designed to develop individual and group communication skills, sharpen problem-solving skills, and increase knowledge of governmental processes. The two- and three-year programs focused on the national and international aspects of public issues. Enhancing motivation for future learning was also emphasized.

The educational programs were generally coordinated by faculty in land-grant institutions. In California, however, a separate nonprofit corporation coordinated the program between four universities, each of which had a college of agriculture. Project managers from the sponsoring organization's staff administered and coordinated the programs, and facilitated communications between program development and review committees.

In conducting the educational programs, project managers utilized faculty from the sponsoring educational institutions and resource persons from other educational institutions, representing such academic disciplines as economics, education, sociology, political science, philosophy, speech and communications, and the arts. Representatives of government and private industry also served as resource persons.

DATA AND METHODS

Data used in this study were collected from several sources. In each state, preprogram data on organizational affiliations were collected when the participants either applied for or entered the program. Postprogram data on organizational affiliations were obtained through mail questionnaires sent to program graduates. Similar data from members of a Pennsylvania comparison group were obtained using mail survey methods. Supplementary information about the program graduates, including additional measures of leadership behavior, self-assessments of program effects, recommendations to program administrators, and personal characteristics, was also collected through mail questionnaires. These data were augmented by project managers' reports, which were made in response to a common set of questions about the impact of each program on the participating educational institutions. Matching preprogram data with responses to the postprogram questionnaires resulted in 709 cases with useable records or 86 percent of the total possible respondents.

Three types of research designs were used in the assessment study. To assess behavioral changes of program graduates in Pennsylvania, a modified form of the nonequivalent control group design was used. The absence of nonparticipant comparison groups in California, Montana and Michigan limited the study of behavioral changes in those states to a one-group pretest-posttest design. Postprogram self assessments of program impacts by participants and project managers formed the data base for a one shot-case study.

Changes in three dimensions of participation in nonprofit organizations—memberships, officerships and affiliations with organizations operating at regional or higher levels—were used to measure program effects upon participants' involvement in public affairs activities. Judgments about program impacts upon increasing leadership and problem-solving skills, as well as upon other areas of life, were based upon participants' responses to self-assessment items. The continuation of the statewide leadership program beyond the point of Kellogg Foundation funding, and the development of spinoff educational programs as specified in project managers' reports, were used as measures of program impact upon the sponsoring institutions.

To judge whether any changes in the participants' organizational involvement could be attributed to the program experience, comparisons were made between program participants and members of a nonparticipant comparison group in Pennsylvania. The extent of similarities in the patterns of behavioral change among graduates of the three-year statewide programs was then investigated.

The analysis was complicated by several factors. Random selection from a larger population did not occur, and applicants were not randomly assigned to program and control groups. To minimize, as far as possible, threats to the validity of any findings used to make judgments about the attainment of Goal 1, statistical adjustment methods were used. These methods were used to remove the influence of specific pre-existing differences between groups that were known to be related to participation in public affairs and voluntary associations.

MAJOR FINDINGS

Goal-Related Program Effects

- Statewide public affairs leadership development programs that were at least two years in length increased the involvement of many program graduates in related public affairs activities. These activities included new memberships and officerships in government and voluntary public service organizations.
- Statewide public affairs leadership development programs which focused on the analysis of national and international public issues increased the involvement of many program graduates in public affairs activities that were at least regional in scope. These activities included appointments on regional planning commissions and health councils.
- Statewide public affairs leadership development programs increased the leadership and problem-solving skills of program graduates. These skills included a broadened understanding of society; enhanced confidence as a participant in public affairs; increased feelings of independence, growth, and self-worth; greater knowledge of resources; an appreciation of the importance of fact gathering; greater awareness of the connections among problems; and an increased ability to use group skills in community life.

- Educational institutions involved in conducting statewide public affairs leadership programs expanded their extension programming in public affairs education and leadership development. This expansion included alumni groups formed to continue the education of the statewide program graduates and to maintain associations developed during the program, county and regionally-based public affairs leadership programs for elected officials and other citizens, and the continuation of the statewide public affairs leadership development program. The development of spinoff educational programs at the involved educational institutions appeared to be related to the type of public service commitments made by the organization responsible for conducting the program and the resources available for program development and delivery. Continuation of the statewide program beyond the point of Kellogg Foundation assistance appeared to be related to the development of a strong base of support for the program and whether the program was considered to be economically feasible.

Other Program Effects

- Statewide public affairs leadership development programs increased the involvement of many program graduates in economic associations. This involvement included joining new economic associations; becoming an officer of a special interest group, such as a farm organization, in which the graduate was already a member; and being elected to serve on the state board of an economic association.
- Statewide public affairs leadership development programs increased the involvement of their graduates in expressive organizations, such as social and fraternal groups. Although one statewide program group and the groups of female participants showed average declines in participation in expressive organizations, evidence was not generally found to indicate that participation in expressive organizations decreased as participation in instrumental organizations increased.
- Based upon more limited data, several tentative findings were observed about different program effects upon male and female program graduates. Female graduates generally increased their involvement in public service organizations to a greater extent than male graduates. The females were less involved in economic associations than males, but as a result of the program experience they increased their participation in such organizations. The female graduates became less involved in expressive organizations as a result of program participation, while male graduates became more involved in such organizations.
- Statewide public affairs leadership programs affected the participation priorities and careers of program graduates. These priorities included participation in social services and

environmental improvement activities; while effects on careers included greater competence and increased advancement toward occupational goals.

- A one-year statewide public affairs leadership program followed by the rigorous selection of some graduates into a more advanced program did not produce the anticipated results of increasing the one-year program graduates' participation in public affairs activities.
- Exposure of only one spouse to learning experiences in a statewide public affairs leadership development program led to strain and tension in family life for some program graduates.
- Participation in a statewide public affairs leadership development program led to strain and tension between some program graduates and their peers and older community leaders.

ESSENTIAL PROGRAM CHARACTERISTICS

A central concern of the assessment study was the identification of characteristics of the leadership development programs which may have produced the anticipated results. This problem was approached by examining those characteristics shared by all four programs. The following program characteristics were identified as being essential: (1) an educational program design with "intensive" and "extensive" dimensions that emphasized the analysis of public issues, (2) participants who had leadership potential and a concern for agricultural and/or public affairs, and (3) staff and involved institutions that had a strong commitment to the attainment of program goals. The first two characteristics were identified as the program model, while the latter characteristic was considered to be essential for its success.

Educational Program Design

In each program, the major emphasis was on understanding public issues and personal improvement topics which technically-trained agriculturalists and rural residents normally would not be exposed to in the course of their personal, educational, and occupational development. Major public issues were analyzed from sociological, economic, cultural and political perspectives. Intensive aspects of the programs included a series of two- to five-day "classroom" seminars, travel seminars that ranged from five days to approximately one month in length, and classes that were generally limited to thirty participants. Extensive dimensions included programs that were at least two years in length; a curriculum including the analysis of local, statewide, national, and international issues; and travel seminars that were conducted at local, state, national and for most groups, international levels.

The Participants

Classes of participants were as diverse as possible based upon the population that each program was intended to reach. The participants were generally between twenty and forty-five years of age. Persons selected had to demonstrate that they possessed qualities for leadership in agriculture and/or public affairs and a strong interest and commitment to either of these areas.

Commitment

Commitment to the attainment of program goals was identified as the third element contributing to the programs' success. It was apparent that each of the sponsoring educational institutions had allocated a high level of supportive resources—faculty, staff, and facilities—to the leadership programs. Program staff also worked many hours in making detailed arrangements for the classroom and travel seminars. It was also apparent that program staff were committed to producing educational programs of the highest quality; they evaluated their programs and translated that knowledge into better programs.

RECOMMENDATIONS

Based upon the results of an assessment of four experimental statewide public affairs leadership development programs, four recommendations are proposed for consideration by educational policy makers.

1. To stimulate participation in public affairs on the part of men and women who show potential for leadership, statewide public affairs leadership development programs should be undertaken by educational institutions with public service responsibilities.
2. To improve the problem-solving and leadership skills of men and women who show potential for public affairs leadership, statewide adult education programs in public decision-making and leadership skills development should be undertaken by educational institutions with public service responsibilities.
3. To increase the participation in public affairs on the part of younger adults, women, and other persons who may not be active in public affairs; individuals with such characteristics who also show potential for leadership should be encouraged to participate in a statewide public affairs leadership development program.
4. To stimulate the development of new extension programs related to public affairs and leadership development, educational institutions with public service responsibilities should be encouraged to initiate statewide public affairs leadership development programs.

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